

*City of
East Palo Alto*

General Plan

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City of East Palo Alto General Plan

December 1999

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CONSULTANTS TO THE CITY IN PREPARATION OF THE GENERAL PLAN

Cotton/Beland/Associates, Inc.
Urban and Environmental Planning Consultants
San Diego and Pasadena

Dinwiddie & Associates
Planning Consultants
Oakland and San Ramon

East Palo Alto

General Plan

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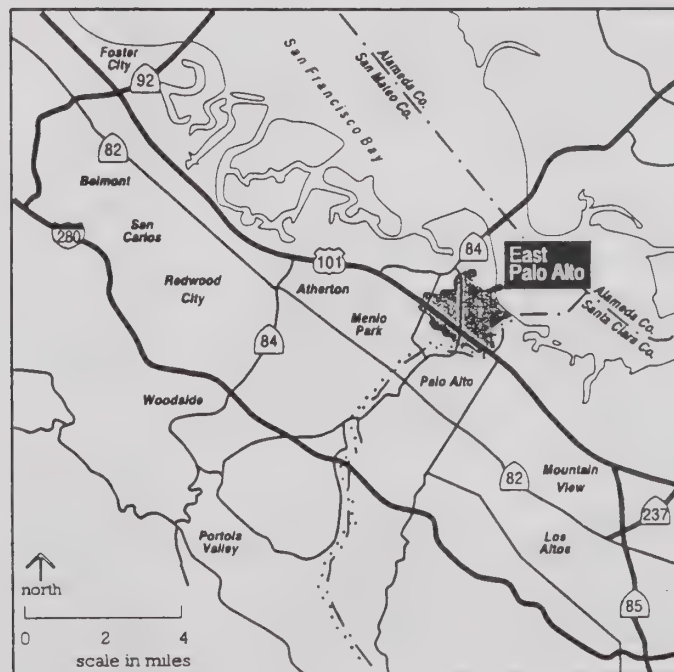
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Need for the General Plan

East Palo Alto, incorporated in 1983, is striving to become a stable and productive community. While the character of East Palo Alto has not changed substantially over the past two to three decades, the current population has created a complex city with a wide range of needs and opportunities.

One of the responsibilities of an incorporated city is planning its future growth and development. According to state law, a city must prepare, update and adopt its General

Plan as a tool to manage growth. The City of East Palo Alto General Plan serves as a policy guide for determining the appropriate physical development and character of the City. The General Plan is founded upon the community's vision for East Palo Alto and expresses the community's long-term goals. Implementation of the East Palo Alto General Plan will ensure that future development projects are consistent with community goals and that adequate urban services are available to meet the needs of new development. The General Plan provides a continuum between the City's unique cultural heritage and the East Palo Alto of tomorrow.



Vacant land in East Palo Alto is composed primarily of individual or small groups of parcels which are generally surrounded by development. These "infill" properties will be the site of much of the new development in the City; but the much larger, developed area of the City will continue to define the basic character of East Palo Alto. Therefore, the General Plan emphasizes redevelopment or renovation of major portions of the community critical to the achievement of fiscal stability.

East Palo Alto Planning Area

Located at the southerly end of the San Francisco Peninsula's populous bayside (see Figure I-1), East Palo Alto has a warm, pleasant climate with fertile, level land. The Bay lies to the east, industrial sections and the Belle Haven area of Menlo Park to the north, and the Willows section of Menlo Park to the west. San Francisquito Creek is the southern boundary of East Palo Alto and of San Mateo County.

East Palo Alto has no legal ties with Palo Alto in Santa Clara County; however, traffic, street patterns, business connections, and newspaper coverage tie the two communities together. East Palo Alto and Menlo Park work together on common projects, such as plans for the improvement of Willow Road.

Community identity was significantly strengthened through the City's incorporation on July 1, 1983. Following incorporation, the City's first General Plan was adopted in 1986.

History of the Community

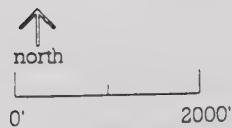
The history of East Palo Alto began long before the names of Ravenswood or East Palo Alto were first used. The remains of the earliest known inhabitants of the San Francisco Bay Area were discovered in what is now East Palo Alto. In 1798, the area was a portion of the Rancho de las Pulgas, the largest ranch in the Bay Area.

In 1848, a wharf was built at the end of Bay Road in the area which is now East Palo Alto. It provided shipping for the lumber from Searsville and Woodside, and for hay and other cargo. This area provided the first port in what was to become San Mateo County. In 1851, the almost forgotten town of Ravenswood, the first regularly platted town in San Mateo county, flourished for a time as the hub of Peninsula shipping. The steamer "Jenny Lind" traveled between San Francisco and Ravenswood, where passengers disembarked and proceeded by stagecoach to San Jose. The site of the old Ravenswood wharf was for many years known as Cooley's Landing, named for Lester Cooley who bought the wharf and surrounding property in 1868. In 1853, the United States Coastal Survey erected near the wharf the sandstone Pulgas Base Monument, which is still at the east end of Jack Farrell Park.

With the completion of the railroad from San Francisco to San Jose, transportation was diverted from Ravenswood, and the decline of the port followed. In 1910 new subdivisions were developed on higher and better drained land. In 1916, Charles Weeks founded the famous Weeks Poultry Colony, a cooperative venture, called Runnymede, which lasted into the 1930's. Its six hundred acres were divided into one- and five-acre plots. Runnymede colonies prospered, and by 1925, the population of the area reached 918.



City Boundary



SOURCE: City of East Palo Alto

Figure I-1
East Palo Alto

A local dispute broke out concerning the name of the school district, which had been Ravenswood since 1882. The Runnymede colonists wanted their own name, but in 1923, the County Board of Supervisors voted to preserve the name Ravenswood. The name of the whole area was also in dispute and at an informal election on December 12, 1925, the compromise choice, East Palo Alto, won the majority of votes. At that time there was talk of annexing to the City of Palo Alto, but proposed enabling legislation was never enacted.

In the 1940's, with the influx of World War II veterans into new subdivisions, the population rose to 8,000 people. Flower-growing became the chief agricultural activity in the large-lot areas. The first major industry, an aircraft plant, moved into the area in 1948. However, the area containing this plant and a residential section, Belle Haven, were annexed to Menlo Park in 1949.

During the 1960s and 1970s annexation began to take a heavy toll on the community of East Palo Alto. The City of Menlo Park annexed "...Belle Haven, Newbridge Park, North Palo Alto, and part of Runnymede, as well as Cooley Landing, vast tracts of bay front open space and two industrial parks." (*A History of East Palo Alto*). The City of Palo Alto managed to have San Francisquito Creek diverted and East Palo Alto's southern boundary redrawn in order to annex the airport area and golf course.

This annexation by neighboring communities left the City of East Palo Alto with little industrial or commercial land use and had a direct impact on the City's ability to generate a revenue base large enough to provide services if the area decided to incorporate. Consequently, East Palo Alto applied to the City of Palo Alto for annexation in 1966, but the application was denied. Two other

attempts at annexation (1978 and 1981) to the City of Palo Alto also failed.

A 1980 study found that East Palo Alto incorporation was not economically feasible and recommended annexation to the City of Menlo Park. The East Palo Alto Municipal Council contested these findings and the final incorporation report included a recommendation for incorporation, under certain conditions. Pro-City supporters filed papers in the spring of 1981 seeking to place the issue on the November ballot. After two elections, East Palo Alto incorporated in 1983. Several lawsuits were filed and one case went all the way to the U.S. Supreme Court. The High Court declined to hear the matter and East Palo Alto was successfully incorporated, becoming the first city in the nation to have a black woman mayor.

Today, East Palo Alto is an ethnically diverse community. While the percentage of African Americans has declined in recent years, the number of Hispanics, Pacific Islanders, Asians and other races has increased. Nearly one-third of the City's residents were born outside the United States.

The City's "Vision for the Future" expresses a desired direction for today's community. Developed by the General Plan Advisory Committee this vision statement provides a foundation for the General Plan.

Vision for the Future of East Palo Alto

"By the year 2005, the City of East Palo Alto envisions itself as a vibrant urban community which embraces the diversity of its heritage, people and cultures. East Palo Alto will be known for its community attributes and special natural resources. The City supports a General Plan that maintains social richness and fosters a holistic approach to growth.

The General Plan will be a practical guide for growth and development of the City, as directed by members of the community. Planned economic growth and development will create a strong fiscal basis and sustainable community, conserving resources and providing a range of living opportunities. Also envisioned are focal points within neighborhoods to promote friendly, neighborly collaboration and cooperation, as well as community identity and active citizen participation.

Purpose of the General Plan

California state law requires each City to adopt a comprehensive, long-term General Plan to guide the physical development of the incorporated city and any land outside of the city boundaries which bears a relationship to its planning activities. In essence, a city's General Plan serves as the blueprint for future growth and development. As a blueprint for the future, the plan must contain policies and programs designed to provide decision makers with a solid basis for decisions related to land use and development.

The East Palo Alto General Plan addresses many issues that are directly related to and influence land use decisions. In addition to land use, state law requires the Plan to address circulation, housing, conservation of natural resources, preservation of open space, noise, and protection of public safety (Section 65302 of the California Government Code).

These issues are discussed to the extent that they apply to East Palo Alto. The Plan also covers topics of special and unique interest, such as economic development.

According to state law, the General Plan is the primary document the City utilizes to regulate land use. Consequently, the Zoning Ordinance, Specific Plans, and individual public and private development proposals must be consistent with the Plan goals, policies and standards.

Organization and Use of the General Plan

The City of East Palo Alto General Plan contains goals, policies, and plans which are intended to guide land use and development decisions into the 21st century. The General Plan consists of a Land Use Policy Map and the following seven elements, or chapters,

which together fulfill the state requirements for a General Plan:

- Land Use Element
- Circulation Element
- Conservation and Open Space Element
- Safety Element
- Noise Element
- Economic Development
- Housing Element

The table below shows the relationship between the seven elements of the East Palo Alto General Plan and the state-mandated elements. The East Palo Alto elements sometimes deviate from the state-mandated elements. For instance, public utilities are included in the state requirements for the Circulation Element, but are addressed in the Land Use Element of the East Palo Alto General Plan.

Supporting Documentation

Several supporting documents were produced during the development of the East Palo Alto General Plan, including the General Plan Program Environmental Impact Report (Program EIR) and the 1994 Community Profile. This document provides substantial background information for the General Plan. Additional information was obtained from published documents and City staff. These documents are identified within the introductions for each element.

The General Plan Program EIR analyzes the potential environmental impacts associated with development of East Palo Alto according to the General Plan land use policy, and implementation of the General Plan.

**Relationship of East Palo Alto General Plan Elements
To State-Mandated Elements**

East Palo Alto General Plan Element	State-Mandated General Plan Elements						
	Land Use	Housing	Circulation	Conservation/ Open Space	Safety	Noise	Optional
Land Use	✓						
Circulation			✓				
Conservation and Open Space				✓			
Safety					✓		
Noise						✓	
Economic Development							✓
Housing		✓					

**Organization
and How to
Use the Plan**

The General Plan is comprised of this Introduction and seven elements. Each element is an integral part of the General Plan and each element is designed to be consistent with all other elements of the Plan. The General Plan is accompanied by an Appendix that includes an Implementation Plan and Glossary. The elements and the Implementation Plan will help the City achieve the vision for the future. Each of the seven General Plan elements is organized according to the following format: 1) Introduction; 2) Issues, Goals and Policies; and 3) Plan.

The Introduction of each element describes the focus and the purpose of the element. Also identified are other plans and programs outside of the General Plan that may be used to achieve specific General Plan goals. The relationship of the element to other General Plan elements is also specified in the Introduction.

The Issues, Goals and Policies section of each element contains a description of identified planning issues, goals and policies related to the element topic. The issues, goals and policies are based on input received from the General Plan Advisory Committee; members of the City Council, Planning Commission and Public Works and Transportation Commission, City staff, and the community.

The issues represent the opportunities, constraints or concerns that are addressed by the General Plan. The goals are overall statements of community desires and are comprised of broad statements of purpose or direction. The policies serve as guides to the City Council, Planning Commission, Public Works and Transportation Commission, and the City staff in reviewing development proposals and making other decisions that

affect the future growth and development of East Palo Alto.

Each element also contains a Plan section. The Plan provides an overview of the City's course of action to implement the identified goals and policies. For example, the Land Use Element contains a "Land Use Plan" indicating the types and intensities of land use permitted in the City. The Circulation Element contains a "Circulation Plan" describing the overall circulation system required to meet the future needs of East Palo Alto. Wherever possible, the Plan contains illustrative maps, diagrams and tables.

Following the elements is the Implementation Program (in Appendix A) which identifies specific actions to achieve the goals, policies and plans identified in each General Plan element. The Implementation Program is reviewed and updated periodically to update specific actions, schedules, responsible parties and measures to ensure that General Plan goals, policies and plans are implemented. The Glossary is also an appendix of the General Plan and provides a set of definitions for technical terms.

The organization of the General Plan allows users to turn to the section that interests them and quickly obtain perspective on the City's policies on the subject. However, General Plan users should realize that the policies in the various elements are interrelated and should be examined comprehensively. Policies are presented as written statements, tables, diagrams and maps. All of these policy components must be comprehensively considered when making planning decisions.

Community Participation in the General Plan Program

Active citizen input has historically been a valuable community asset of East Palo Alto. Continuing this tradition, the public played an important role in the updating of the East Palo Alto General Plan. Because the General Plan reflects vision for the future, citizen input was essential in identifying issues and formulating the vision. Public participation in the General Plan preparation process occurred through the following methods:

- ***A Program Initiation Workshop*** launched the public participation program for the General Plan. The purpose of the Initiation Forum was to stimulate interest in the General Plan and create community-wide recognition of program commencement, content and schedule.
- ***Four General Plan Advisory Committee (GPAC) workshops*** were held during the public participation program. The first three workshops were sessions designed to review the overall program, develop a Vision Statement for the Plan, identify issues and suggest sections to address those issues. A final General Plan Advisory Committee workshop was held to review the Preliminary Draft General Plan before the beginning of public hearings.
- ***Four City Council/Planning Commission workshops*** were held during the public participation program. These decision maker workshops included discussion of: a) issues, goals and policies; b) review of land use and circulation alternatives and selection of a preferred alternative for inclusion in the Plan; and c) review of a

preliminary Draft General Plan.

- The public had opportunities to address decision makers directly regarding issues, concerns and desires at ***four GPAC workshops and four City Council/Planning Commission workshops***.
- The Draft General Plan, Draft Environmental Impact Report, and supporting documents were circulated for public review and comment before and during ***General Plan public hearings*** held before the Planning Commission and City Council.

Connection to the Future

East Palo Alto is facing technological, environmental and economic changes. The changes create opportunities for greater prosperity. Existing land use and transportation patterns are established, but many new opportunities for residential and economic development exist. Because the area is primarily developed and basic land use patterns are determined, planning efforts will focus on stimulating new economic development, revitalizing older areas, and enhancing the amenities and environmental features that make East Palo Alto unique.

The General Plan and its "Vision for the Future" provide a connection between the community of today and desired community of the future. Strategies are established to take advantage of technological, environmental and economic opportunities, and to achieve community goals. The policies and plans in the elements, together with the Implementation Program provide guidance for dealing with changing conditions and specific

actions to optimize the community's potential. The connection established in the General Plan is an integrated union of the enduring historic values and innovative approaches to achieve the "Vision for the Future."

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The Land Use Element is a guide to land use planning in East Palo Alto and provides a framework for the issues examined in the other General Plan elements. The Land Use Element identifies how land will be used in the future -- for housing, business, commerce, public facilities, open space and transportation. The Plan for future land use reflects broad community goals of: a) maintaining a quality environment for families; b) strengthening the community's distinctive image; c) diversifying and expanding the local economy; and d) preserving natural areas that make East Palo Alto unique.

Purpose of the Land Use Element

The City of East Palo Alto incorporated in 1983 to gain local political control and strengthen community identity and pride. One of the responsibilities of an incorporated city is controlling future growth and development. According to state law, cities must prepare and adopt a General Plan as a tool to manage growth and development. The Land Use Element is a mandatory element or chapter of the General Plan.

The purpose of the Land Use Element is to describe present and planned land use activity, and address the relationship between development and environmental quality, potential hazards, and social and economic objectives. As a guide for future growth and development, the element identifies the general distribution, location, mix and extent

of desired land uses including residential, commercial, business and light industrial, public facilities and open space uses. Through the use of text, maps, and diagrams, a clear and logical land use pattern is established including standards for future development. A particularly important feature of the element is the Land Use Policy Map. This map shows the location, density and intensity of development for future desired land uses in East Palo Alto. Finally, the goals and policies in the element establish a constitutional framework for future land use planning and development decisions in the City.

The Land Use Element of the East Palo Alto General Plan represents the City's desires for long-range changes and enhancements of land uses. The Land Use Plan builds on the established land use patterns to provide integration between existing community qualities and the community's vision of the future. Achieving the vision will be accomplished through continued public involvement and diligence by City elected and appointed officials, and staff.

Scope and Content of the Element

The Land Use Element is comprised of three sections: 1) Introduction; 2) Issues, Goals and Policies; and 3) the Land Use Plan. In the Issues, Goals and Policies section, major land use issues are identified and related goals and policies are established to address these issues. The goals, which are overall statements of the community's desires, are

comprised of broad statements of purpose and direction. The policies serve as guides for reviewing development proposals, planning facilities to accommodate anticipated growth, and accomplishing community development strategies. To achieve the goals and policies, a logical, organized land use pattern is established in the Plan with standards for future community development. The Plan contains the Land Use Policy Map which graphically identifies the planned land use designations within East Palo Alto. The land use designations are described, including the type and density of allowed uses, and a statistical summary of the future land use composition is provided. Neighborhood areas which may involve more focused planning efforts are also identified. Specific implementation programs for the element are located in the General Plan Implementation Program (Appendix A).

Related Plans and Programs

The scope and content of the Land Use Element are primarily governed by the *General Plan Law and Guidelines* and the *Planning Zoning and Development Laws* for the state (California Government Code Section 65000-66025). A number of other plans and programs are additionally considered in the formulation, adoption and implementation of local land use policy.

Related plans and programs are both local and regional in nature. Regional planning agencies, such as the Association of Bay Area Governments (ABAG), recognize that planning issues extend beyond the boundaries of individual cities. Efforts to address regional planning issues such as air quality, transportation, affordable housing and habitat conservation have resulted in the adoption of

regional plans. The form and distribution of development in East Palo Alto are affected by regional plans. Relevant local and regional plans related to the Land Use Element are discussed briefly in the following sections.

California Environmental Quality Act and Guidelines

The California Environmental Quality Act (CEQA) was adopted by the state legislature in response to a public mandate for thorough environmental analysis of projects impacting the environment. The provisions of the law and environmental review procedure are described in the CEQA Law and Guidelines. CEQA is the instrument for ensuring that environmental impacts of local development projects are appropriately assessed and mitigated.

City of East Palo Alto Zoning Ordinance

The City adopted its present Zoning Ordinance and related Zoning Map in March 1996. The Zoning Ordinance is the primary implementation tool for the Land Use Element. Together, the Zoning Ordinance and Zoning Map identify specific types of use, intensity of use, and development and performance standards applicable to specific areas and parcels of land within the City.

Bay Area Clean Air Plan

Bay Area Clean Air Plan (CAP) mandates a variety of measures to improve air quality. To comply with the CAP, the Land Use Element organizes land uses in relation to the circulation system, promotes commercial and industrial land uses with convenient access to transportation, and provides a balanced Land Use Plan that promotes a favorable relationship between

jobs and housing.

**Weeks
Neighborhood
Plan**

The Weeks Neighborhood Plan was prepared by the East Palo Alto Historical and Agricultural Society, the National Park Service - Rivers, Trails and Conservation Assistance Program, and Urban Ecology, Inc. Although not adopted by the City of East Palo Alto, the Plan envisions maintaining and enhancing the neighborhood's agricultural heritage and creating a more sustainable community. Sustainability of the neighborhood, as described by the plan, would balance human and natural needs with economic development.

*Relationship to Other General
Plan Elements*

According to state planning law, the Land Use Element must be consistent with the other General Plan Elements. Each element is independent and all the elements together comprise the General Plan. All elements of the General Plan are interrelated to a degree, and certain goals and policies of each element may also address issues that are the primary subjects of other elements. The integration of overlapping issues throughout the General Plan elements provides a strong basis for implementation of plans and programs, and achievement of community goals.

The Land Use Element relates very closely to all of the other General Plan elements. This Element establishes the planned land use pattern for East Palo Alto based on the historic formation of the City and the community's vision of the future. Alternatively, the other

General Plan elements ensure that infrastructure and public facilities are available to accommodate planned land uses, and that the unique qualities of East Palo Alto are safeguarded and enhanced.

For example, the Housing Element of the General Plan provides the basis for establishing housing stock that meets the affordability requirements and other special needs of the community. The Circulation Element provides a Circulation Plan to accommodate increased traffic from planned development. The use of alternative transportation modes and reduction of automobile trips are addressed in the Circulation Element to meet the transportation demands from new development, and to mitigate the impact of development on regional air quality and traffic conditions. The Land Use Element itself serves to reduce automobile trips by encouraging the development of office, commercial and industrial uses, and consequently, improving the jobs-to-housing balance.

A number of areas are designated for parks and open space on the Land Use Policy Map for recreational and aesthetic purposes. The Conservation and Open Space Element provides policy and plans to maintain and enhance existing parks and recreational facilities and to develop new facilities to meet new demand from population growth. Conservation and Open Space policy is also designed to protect natural and cultural resources. The Safety and Noise Elements ensure that planned land uses identified in the Land Use Element are compatible and will not result in public safety hazards or excessive noise.

Land use is a key component in the composition of East of Palo Alto as a community. The organization of uses defines the community, and many opportunities to create positive change are based on changes and enhancement of land use.

Four major issues are addressed by the goals, policies and plan of the Land Use Element. These major issues include: 1) balancing the mixture of land uses within the City to ensure that revenue generation matches service provision responsibilities; 2) creating a distinctive and individual identity for East Palo Alto; 3) enhancing the character of individual neighborhoods within the community; and 4) providing adequate public facilities and services to support development. Each issue and the related goals and policies are included in this section of the Element.

Balance of Land Use

Land Use Issue 1: Need for balanced mixture of land uses to ensure that revenue generation matches responsibilities for public services and facilities.

East Palo Alto is primarily a residential community in which the majority of land is used and planned for residential development. As a result, the City's receives property tax revenues, but minimal sales tax and other revenue generated by non-residential uses. To improve the balance between generation of public revenues and responsibilities for provision of public facilities and services, additional commercial and industrial

development is needed.

Additional commercial and industrial development in East Palo Alto will also provide more employment opportunities for residents of the community. Additional revenues generated by commercial and industrial development may also enhance the City's ability to provide important public facilities, such as parks and neighborhood community centers to serve City residents.

Land Use Goal 1.0: Develop a balanced land use pattern that meets community needs for residential, commercial, industrial and public uses.

Policy 1.1: Promote a land use composition in East Palo Alto that provides a balance or surplus between the generation of public revenues and the cost of providing public facilities and services.

Policy 1.2: Promote commercial and industrial development to improve the generation of sales tax and property tax increment revenues.

Policy 1.3: Promote mixed commercial and residential use projects to conserve land and provide additional housing opportunities and population to support commercial services and retail sales.

Policy 1.4: Provide areas within the community where public service and non-profit organizations can operate.

Image and Identity

Land Use Issue 2: Desire to enhance the image and identity of East Palo Alto.

East Palo Alto is attempting to enhance its image as a distinctive, identifiable community among communities in San Mateo County. The community possesses desirable physical qualities including the baylands, Cooley Landing, San Francisquito Creek, and the shoreline areas. A sense of arrival can be created by improving the appearance of major thoroughfares and entrances to the City. Enhancing the image and identity of East Palo Alto can also create a greater sense of pride and connection among the population of the community.

Land Use Goal 2.0: Create an enhanced image and identity for East Palo Alto.

Policy 2.1: Enhance the image of the community by improving the appearance of public areas and entrances to the City along University Avenue, Bay Road, Willow Road, and Newbridge Street.

Policy 2.2: Promote high quality in the design of all public and private development projects.

Enhancing Neighborhood Character

Land Use Issue 3: Desire to enhance the character of community neighborhoods.

East Palo Alto contains a number of distinct neighborhoods defined by natural and man-

made physical features, such as the baylands, San Francisquito Creek, the Bayshore Freeway and other major roads, and land uses. Recognition of these distinct areas is necessary to provide more focused neighborhood-level planning and improvements in the future.

Land Use Goal 3.0: Enhance the character of community neighborhoods.

Policy 3.1: Preserve and enhance the quality of East Palo Alto neighborhoods by avoiding or abating the intrusion of disruptive, non-conforming buildings and uses.

Policy 3.2: Ensure that new development is compatible with the physical characteristics of its site, surrounding land uses, and available public infrastructure.

Policy 3.3: Utilize programs for rehabilitation of physical development within the City to improve community neighborhoods.

Adequate Public Facilities and Services

Land Use Issue 4: Need for adequate public facilities and services to support future development.

Public facilities and services, including water and sewer service, flood control, fire protection and law enforcement, education, road maintenance, and natural gas, electricity and communications, are necessary to support the community of East Palo Alto. These services are provided by a number of public and quasi-public providers.

Land Use Goal 4.0: Provide effective coordination with public facilities and services providers.

Policy 4.1: Work closely with local public facilities and services providers to meet community needs.

Policy 4.2: Participate with other public agencies providing facilities and services to East Palo Alto in cooperative efforts to address important regional issues.

Related Goals and Policies

The goals and policies described in the Land Use Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from the other elements directly or indirectly support the goals and policies of the Land Use Element. These supporting goals and policies are identified in Table LU-1.

Table LU-1
Land Use
Related Goals and Policies by Element

Land Use Issue Area	Related Goals and Policies by Element						
	Land Use	Circulation	Conservation and Open Space	Noise	Safety	Economic Development	Housing
Balance of Land Uses		1.2, 2.2, 5.1, 5.2	4.3, 6.1, 6.2, 6.3, 7.1			1.1, 1.2, 3.1, 3.2, 3.3, 7.1, 7.2	2.1
Image and Identity		2.1, 2.2	1.2, 2.1, 2.2, 2.3, 2.4			8.1, 8.2	3.1
Enhancing Neighborhood Character		4.1, 4.2, 4.3	1.2, 2.3	1.1, 1.2			3.1
Adequate Public Facilities and Services		2.2, 3.1	6.1, 6.2, 6.3		1.2, 2.3, 2.4	2.1, 9.1	

Patterns of development that create a distinct and identifiable community are established through the physical location of land uses. East Palo Alto consists of a variety of land uses including residential, commercial, industrial and community uses. A "blueprint" for the ordering of land uses within the City is provided by the Land Use Plan.

The Land Use Plan describes the approach that will be used to enhance earlier land use planning efforts. The Plan addresses the land use issues described in the previous section of the Element. The goals and policies identified in that section provide the basis for the Plan and are supported by approaches to maintain an advantageous balance among land uses, create a distinct community identity, enhance the character of individual neighborhoods, and provide adequate supporting public facilities and services. The Land Use Implementation Program, included as an appendix to the General Plan, contains specific programs to achieve the desired composition of land use within East Palo Alto.

Balance of Land Uses

Balance between the generation of public revenues and the provision of public facilities and services is affected by the mixture of land uses within East Palo Alto. Fiscal stability can be ensured by achieving and maintaining a balance of land uses. A balance of land uses also creates a desirable community where people can reside, recreate, work, shop and live.

East Palo Alto does not have the balance of land uses necessary to ensure fiscal stability. The community includes less commercial and industrial development than is needed to create a stable balance. Implementation of a Land Use Plan designed to correct that condition over the next 10 to 20 years can achieve the City's overall desire for greater fiscal stability. Creating a more balanced land use composition in which residential development is complemented with appropriate non-residential development will help the City to match public revenue generation with its responsibilities for providing public facilities and services.

Although vacant land exists within East Palo Alto, creating a balanced land use condition will be dependent upon effective recycling of developed land that is underutilized or blighted and suitable for redevelopment. Areas such as the University/Bay Corridor, Ravenswood Industrial, Gateway, and University Circle provide opportunities to modify the present composition of land use over time to achieve greater fiscal stability and other desirable community characteristics.

Land Use Classification System

The *Land Use Policy Map* (Figure LU-1) illustrates the various types and distribution of land uses planned for East Palo Alto. The land use classification system is presented in Table LU-2 and includes 11 land use designations. These land use designations identify the types and nature of development allowed in particular locations depicted on the Land Use Policy Map.



LEGEND

-  Low/Medium Density Residential (1-8 du/ac)
-  Medium/High Density Residential (9-17 du/ac)
-  High Density Residential (18-40 du/ac)
-  General Commercial (allows residential as mixed use)
-  Neighborhood Commercial (allows residential as mixed use)
-  Office (allows residential as mixed use)
-  General Industrial
-  Heavy Industrial
-  Industrial Buffer (allows residential as mixed use)
-  Community Open Space Conservation
-  Resource Management
-  City Hall
-  Fire Station
-  Park
-  School
-  City Boundary
-  Utility
-  Water



0' 2000'



Figure LU-1
Land Use Policy Map

Table LU-2
Land Use Classification System

MAJOR LAND USE GROUPINGS	MAXIMUM DWELLING UNITS PER ACRE or MAXIMUM FLOOR AREA RATIO (a)	EXPECTED DWELLING UNITS PER ACRE or AVERAGE FLOOR AREA RATIO (b)	LAND USE DESIGNATION AND SUMMARY DESCRIPTION (c)
RESIDENTIAL	1-8 du/ac	5-7 du/ac	LOW/MEDIUM DENSITY RESIDENTIAL - Detached single-family dwellings. Allows up to 8 dwelling units per acre.
	9-17 du/ac	12-16 du/ac	MEDIUM/HIGH DENSITY RESIDENTIAL- Single-family dwelling units and multi-family dwellings including duplexes, condominiums, townhomes, and apartments. Allows up to 17 dwelling units per acre.
	18-40 du/ac	28-38 du/ac	HIGH DENSITY RESIDENTIAL - Single-family dwelling units and multi-family dwellings including duplexes, condominiums, townhomes, and apartments. Allows up to 40 dwelling units per acre.
COMMERCIAL	2.0:1	0.40:1 and 16 du/ac	GENERAL COMMERCIAL - Retail, office, and service-oriented business activities serving a community-wide area and population or broader market. Allows residential development integrated vertically and/or horizontally.
	1.0:1	0.25:1 and 16 du/ac	NEIGHBORHOOD COMMERCIAL - Retail, office, and service-oriented business activities serving a local community area and population. Allows residential development integrated vertically and/or horizontally.
	2.0:1	0.35:1 and 16 du/ac	OFFICE - Single-tenant or multi-tenant offices that include professional, legal, medical, financial administrative, corporate and general business offices, and other supporting commercial uses. Allows residential development integrated vertically and/or horizontally.
INDUSTRIAL	2.0:1	0.5:1	GENERAL INDUSTRIAL - Variety of light industrial and manufacturing uses. Allowable uses include wholesale businesses, light manufacturing and processing, research and development uses, offices, warehousing and storage, distribution and sales, high technology production, retail sales and related uses.
	0.6:1	0.3:1	HEAVY INDUSTRIAL - Chemical plants, petroleum refining, material recycling and similar uses.
	0.5:1	0.25:1 and 10 du/ac	INDUSTRIAL BUFFER - Research and development, professional and business offices, industrial sales and service offices and other uses providing a transition between residential and general/heavy industrial uses. Allows residential development integrated vertically and/or horizontally.
COMMUNITY	0.4:1	0.1:1	COMMUNITY OPEN SPACE CONSERVATION - Public recreational uses, including public parkland, open space, and associated recreational activities, such as indoor and outdoor sports/athletic facilities, community facilities and similar uses.
	0.4:1	0.01:1	RESOURCE MANAGEMENT - Preservation of environmentally sensitive open space lands in a natural condition.

- (a) Maximum allowable level of development standard for individual parcels of land.
- (b) *Expected* means assumed overall average level of development. Since the development which has occurred to date has not reached the maximum allowed level of density or intensity, future development is expected to be less than the maximum. Therefore, an effective level of density/intensity is used when projecting: a) total future dwelling units/population for residential development; and b) future square footage for non-residential development where floor area is used as a measurement of building intensity.
- (c) Only uses that are legally developed, established, and operated within each land use designation are allowed.

Table LU-3
Land Use/Zoning District Consistency

<i>General Plan Land Use Designations</i>	<i>Consistent Zoning Districts</i>	
Low/Medium Density Residential (2-8 du/ac)	R-1 R-2	One Family Two Family
Medium/High Density Residential (8-17 du/ac)	R-1 R-2	One Family Two Family
High Density Residential (17-35 du/ac)	R-1 R-2 R-M	One Family Two Family Multi-Family
General Commercial	C-1 C-2 O OR PUD	Neighborhood Business General Commercial Office Office Residential Mixed Use Planned Unit Development
Neighborhood Commercial	C-1 O OR PUD	Neighborhood Business Office Office Residential Mixed Use Planned Unit Development
Office	O OR PUD	Office Office Residential Mixed Use Planned Unit Development
General Industrial	M-1 M-2	Light Industrial Heavy Industrial
Industrial Buffer	MB	Industrial Buffer
Community Open Space Conservation	COSC	Community OS Conservation
Resource Management	COSC	Community OS Conservation

General Plan land use policy is implemented in one way through the City's Zoning Ordinance. State planning law requires consistency between the East Palo Alto General Plan and the City Zoning Ordinance. The residential category includes three designations that allow for a range of housing types and densities. The non-residential groupings include a variety of designations, such as general commercial, neighborhood commercial, office, general industrial, heavy industrial and industrial buffer to promote a wide range of revenue- and employment-generating businesses. Other non-residential designations include community open space conservation and resource management to provide for public uses and open space within the community.

General Plan land use policy is implemented in one way through the City's Zoning Ordinance. State planning law requires consistency between the East Palo Alto General Plan and the City Zoning Ordinance. Table LU-3 demonstrates consistency between the land use designations of the General Plan Land Use Element and the zoning districts in the City Zoning Ordinance.

**Land Use
Density and
Intensity**

This Element uses certain terminology to describe the 11 land use designations. The term "density" is used for residential uses and refers to the population and development capacity of residential land. Density is described in terms of dwelling units per net acre of land (du/net acre).

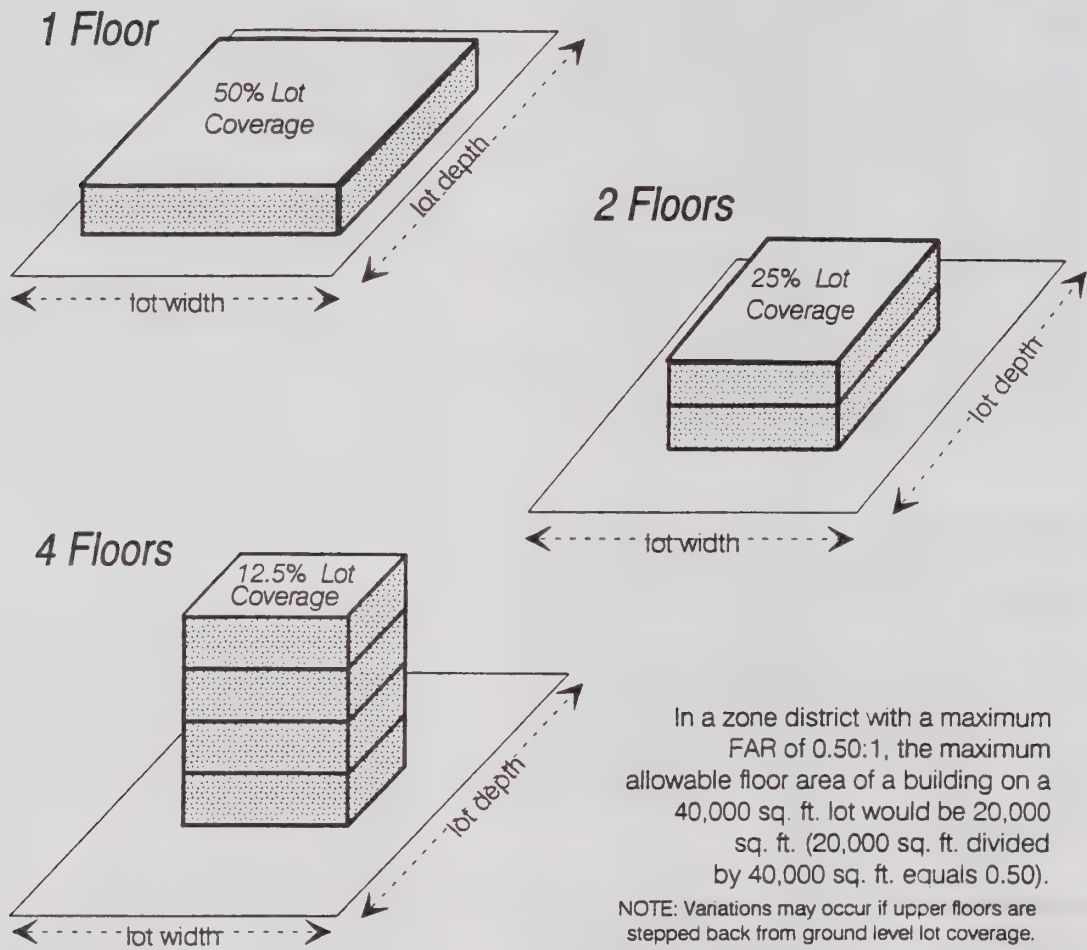
Development "intensity," which applies to non-residential uses, refers to the extent of development on a parcel of land or lot; i.e., the total building square footage, building height, the floor area ratio, and/or the percent of lot coverage. Intensity is often used to describe non-residential development levels; but in a broader sense, intensity is used to express

overall levels of both residential and non-residential development types. In this Element, floor area ratio and building square footage are used as measures of non-residential development intensity.

Floor area ratio (FAR) represents the ratio between the total gross floor area of all buildings on a lot and the total area of that lot. FAR is determined by dividing the gross floor area of all buildings on a lot by the land area of that lot. For example, a 20,000 square foot building on a 40,000 square foot lot yields a FAR of 0.50:1, as illustrated in Figure LU-2 on the following page. The FAR controls the intensity of use on a lot. A 0.50:1 FAR allows a single story building which covers most of the lot, a two-story building with reduced lot coverage, or a three- or more story building with substantially reduced coverage of the lot.

State General Plan law requires that the Land Use Element indicate the maximum densities and intensities permitted within the Land Use Plan. The land use designations shown on the Land Use Policy Map are described in detail in this Element. Table LU-2 lists each of the land use designations shown on the Land Use Policy Map and provides a corresponding indication of maximum density or intensity of development. Maximum allowable development on individual parcels of land is governed by these measures of density or intensity.

Table LU-2 also includes the expected overall level of development within each land use designation within the planning area. These expected levels of development represent an anticipated overall density and intensity of development for the City and are, therefore less than the absolute maximum allowed for an individual parcel of land. For various reasons, many parcels in the community have not been developed to their maximum density or intensity and, in the future, maximum development as described in this Element can be expected to occur only on a limited number



$$\text{Floor Area Ratio (FAR)} = \frac{\text{Gross Building Area (All Floors)}}{\text{Lot Area}}$$

of parcels.

The overall future development in the City is anticipated to occur at the expected level of density or intensity indicated in Table LU-2. Development at an intensity or density between the expected and maximum levels can occur only where projects offer exceptional design quality, important public amenities or benefits, or other factors that promote important goals and policies of the General Plan. For the residential land use designations, projects are expected to build to a density at least as high as the lowest density allowed by their respective designations.

**Land Use
Designations**

All land in East Palo Alto is assigned to one of the 11 land use designations described below:

Residential Designations

The following three designations provide land for residential development in East Palo Alto:

Low/Medium Density Residential: The Low/Medium Density Residential land use designation provides for the development of low/medium density single-family dwellings and accessory buildings. Uses such as second single-family units, mobile homes, guest houses, churches, schools, family day care homes, public facilities, and others which are determined to be compatible with and oriented toward serving the needs of low/medium density single-family neighborhoods may also be allowed.

The designation allows a maximum of eight single-family dwelling units per acre of land.

Development under this land use designation should maintain a low/medium density character. The average population for this residential designation is approximately 3.4

persons per dwelling unit which represents a population density range for this land use designation of 1 to 28 persons per acre. The maximum density of this land use designation may be exceeded to complement General Plan Housing Element policy in accordance with the density bonus provisions of Section 65915 of the California Government Code.

Medium/High Density Residential: The Medium/High Density Residential land use designation provides for the development of a wide range of living accommodations, including medium/high density single-family detached and attached dwelling units, duplexes, and multi-family dwellings, such as townhomes, condominiums, apartments, and cooperatives. Uses such as second single-family units, mobile homes, guest houses, churches, schools, family day care homes, public facilities, and others which are determined to be compatible with and oriented toward serving the needs of medium/high density residential neighborhoods may also be allowed.

The designation allows a maximum of 17 dwelling units per acre of land. Development under this land use designation should maintain a medium/high density character. The average population for this residential designation is approximately 3.4 persons per dwelling unit which represents a population density range for this land use designation of 31 to 58 persons per acre. The maximum density of this land use designation may be exceeded to complement General Plan Housing Element policy in accordance with the density bonus provisions of Section 65915 of the California Government Code.

High Density Residential: The High Density Residential land use designation provides for the development of a wide range of living accommodations, including high density single-family attached dwelling units,

duplexes, and multi-family dwellings, such as townhomes, condominiums, apartments, and cooperatives. Uses such as second single-family units, mobile homes, guest houses, churches, schools, family day care homes, public facilities, and others which are determined to be compatible with and oriented toward serving the needs of high density residential neighborhoods may also be allowed.

The designation allows a maximum of 40 dwelling units per acre of land. Development under this land use designation should maintain a high density character. The average population for this residential designation is approximately 3.4 persons per dwelling unit which represents a population density range for this land use designation of 61 to 136 persons per acre. The maximum density of this land use designation may be exceeded to complement General Plan Housing Element policy in accordance with the density bonus provisions of Section 65915 of the California Government Code.

Commercial Designations

The following three designations provide land for commercial development in East Palo Alto:

General Commercial: The General Commercial land use designation provides for a variety of retail, office, and service-oriented business activities serving a community-wide area and population or broader market. Vertical and horizontal mixing of non-residential and residential uses within General Commercial areas is desirable.

Other uses that are determined to be compatible with the primary uses, such as residential units on upper floors of office buildings, may also be allowed. Commercial land uses serve local, as well as broader market areas and generally include

professional and business offices, retail and commercial services, and community facilities. Site development standards for this land use designation encourage large projects and provide for appropriate setbacks, parking, landscaping, buffering features from residential land use areas and other features which create well-designed, efficient and attractive projects. The expected intensity of development is a floor area ratio of 0.40:1 and 16 dwelling units per acre, and the maximum intensity of development is a floor area ratio of 2.0:1.

Neighborhood Commercial: The Neighborhood Commercial land use designation provides for a variety of retail, office, and service-oriented business activities serving a local community area and population.

Vertical and horizontal mixing of non-residential and residential uses within Neighborhood Commercial areas is desirable. Other uses that are determined to be compatible with the primary uses, such as residential units on upper floors of commercial buildings, may also be allowed. Commercial land uses serve local areas and generally include professional and business offices, retail and commercial services, and community facilities. Site development standards for this land use designation encourage smaller projects and provide for appropriate setbacks, parking, landscaping, buffering features from residential land use areas and other features which create well-designed, efficient and attractive projects. The expected intensity of development is a floor area ratio of 0.25:1 and 16 dwelling units per acre, and the maximum intensity of development is a floor area ratio of 1.0:1.

Office: The Office land use designation provides for single-tenant or multi-tenant offices that include professional, legal,

medical, financial, administrative, corporate and general business offices, and other supporting uses, such as restaurants, medical services, community facilities, and similar uses which together create concentrations of office employment or community activity. Also included are small convenience or service commercial activities intended to meet the needs of the on-site employee population.

Vertical and horizontal mixing of non-residential and residential uses within Office areas is desirable. Other uses that are determined to be compatible with the primary uses, such as residential units on upper floors of office buildings, may also be allowed.

The expected intensity of development is a floor area ratio of 0.35:1 and 16 dwelling units per acre, and the maximum intensity of development is a floor area ratio of 2.0:1.

Industrial Designations

The following three designations provide land for industrial development in East Palo Alto:

General Industrial: The General Industrial designation provides for a variety of light industrial and manufacturing uses that are non-polluting and which can co-exist with surrounding land uses, and which do not in their maintenance, assembly, manufacturing or operations create smoke, gas, dust, sound, vibrations, soot or glare to any degree which might be obnoxious or offensive to persons residing or conducting business in the City.

Allowable use include wholesale businesses, light manufacturing and processing, research and development uses, offices, warehousing and storage, distribution and sales, high technology production, retail sales and related uses. Other uses that are determined to be compatible with the primary uses may also be allowed. The expected intensity of development is a floor area ratio of 0.5:1 and the maximum intensity of development is a

floor area ratio of 2.0:1.

Heavy Industrial: The Heavy Industrial designation provides for chemical plants, petroleum refining, material recycling and similar uses. Other uses that are determined to be compatible with the primary uses may also be allowed. The effective intensity of development is a floor area ratio of 0.3:1 and the maximum intensity of development is a floor area ratio of 0.6:1.

Industrial Buffer: The Industrial Buffer designation provides for research and development, professional and business offices, industrial sales and services offices, and other use providing a transition between residential and general/heavy industrial uses. Other uses that are determined to be compatible with the primary uses may also be allowed. The expected intensity of development is a floor area ratio of 0.25:1 and 10 dwelling units per acre, the maximum intensity of development is a floor area ratio of 0.5:1. Up to 16 dwelling units per acre may be allowed to compensate for any Industrial Buffer Land precluded from residential development as a result of hazardous materials contamination.

Community Designations

The two following designations provide land for community uses in East Palo Alto:

Community Open Space Conservation: The Community Open Space Conservation designation provides for public recreational uses, including public parkland, open space, and associated recreational activities, such as indoor and outdoor sports/athletic facilities, community facilities, and similar uses. Other uses that are determined to be compatible with the primary uses may also be allowed. The effective intensity of development is a floor area ratio of 0.1:1 and the maximum intensity of development is a floor area ratio of 0.4:1.

Resource Management: The Resource Management designation provides for preservation of environmentally sensitive opens space lands in a natural conditions. The effective intensity of development is a floor area ratio of 0.01:1 and the maximum intensity of development is a floor area ratio of 0.4:1.

Development Capacity The land use plan for East Palo Alto includes expected levels of residential and non-residential development, where all land in the City is developed according to the Plan. The expected levels of development establish a capacity for the Land Use Plan that is expressed as estimates of total dwelling units, total population, and total square footage of non-residential development in the future.

On the following page, Table LU-4 *Land Use Plan Development Capacity Summary* provides a summary of the development capacity of the Land Use Plan. This table offers a breakdown of land uses within East Palo Alto for purposes of identifying the estimated development capacity of the Land Use Plan.

Image and Identity

East Palo Alto possesses many desirable physical qualities including its baylands, Cooley Landing, San Francisquito Creek, and the shoreline areas. The City wishes to enhance its image as a distinctive, identifiable community among those in San Mateo County. Enhancement of the community's image and identity will instill a greater sense of pride and connection among those who live

and work in East Palo Alto.

Public Area Improvements

Community image and identity will be enhanced through advancement of a capital improvement program (CIP) that includes projects to strengthen the condition of streets, public area landscaping, entrance signage and identification graphics, and other physical improvements. Improvements to street surfaces and edge conditions (curbs, gutters, sidewalks, rural edge treatments, and street lighting) are important enhancements. These improvements will be focused on primary entrances and corridors along University Avenue, Bay Road, Willow Road, Donohoe Street, and Newbridge Street, as well as other Circulation Element roadways.

Image will be enhanced through landscaping improvement and strengthening , particularly in public areas along major roadways and at points where those roadways enter the community. Other improvement to man-made structures, such as signs, benches, and street lighting can be accomplished together with landscaping improvements to produce scenes along streets and other public areas within the community that are recognizable and create a "sense of place" within East Palo Alto.

Private Area Improvements

Image and identity for East Palo Alto can also be enhanced through improvements to privately owned property. In particular, proposals for new development or redevelopment present distinct opportunities to develop an image and identity that supports and is supported by public area improvements. As an incentive to provide high quality design and/or important public amenities that foster a community-desired image, private development and

**Table LU-4
Land Use Development Capacity Summary**

Land Use Designations	Acres	Expected DUs Per Acre or FAR	Dwelling Units	Square Footage	Average Persons Per Dwelling Unit ²	Population
Residential Designations						
Low/Medium Density Residential	593	7 du/ac	4,151			
Medium/High Density Residential	106	16 du/ac	1,696			
High Density Residential	82	38 du/ac	3,116			
SUBTOTAL	781		8,963		3.4	30,474
Non-Residential Designations¹						
General Commercial	105	.40:1 FAR 16 du/ac	353	1,829,520		
Neighborhood Commercial	12	.25:1 FAR 16 du/ac	40	130,680		
Office	8	.35:1 FAR 16 du/ac	27	121,968		
General Industrial	89	.5:1 FAR		1,938,420		
Industrial Buffer	27	.25:1 FAR 10 du/ac	57	294,030		
Heavy Industrial	14	.3:1 FAR		182,952		
SUBTOTAL	255		477	4,497,570	3.4	1,622
Community Open Space Conservation	17	0.1:1 FAR		74,052		
Resource Management	269	0.01:1 FAR		117,176		
SUBTOTAL	286			191,228		
TOTAL	1,322		9,440	4,688,798		32,096

DUs or du = dwelling units.

FAR = floor area ratio.

- Where DUs are shown for non-residential use categories, the assumption is made that approximately 21% of acreage will be developed with residential uses.
- Persons per dwelling unit is calculated based on the average persons per dwelling unit projected by ABAG for the Year 2010 of 3.59. This figure is then discounted to reflect an estimated average vacancy rate of 5.4%.

redevelopment projects could be offered density or intensity bonuses.

For example, the normal floor area ratio for commercial development is .40:1 or .40 square feet of building floor area for each square foot of land area on the site. In return for providing high quality architectural and site design that fosters a community-desired image, the City could approve a floor area ratio up to 2.0:1 or two square feet of building floor area for each square foot of land area. This type of density or intensity bonus for high quality design can be useful as the City attempts to work with private developers to achieve community goals.

Enhancing Neighborhood Character

The character of East Palo Alto neighborhoods can be enhanced through a number of approaches available to the City. Land uses for individual neighborhoods as shown on the following page in Figure LU-3 *East Palo Alto Neighborhoods* ensure the continuation of existing land use patterns where neighborhood stability is desired or provide for changes in land use to promote improvement to existing development conditions.

Ordinances regulating building, zoning, public health and safety can be used on a daily basis by the City to improve current conditions on public and private properties. Through implementation actions associated with existing redevelopment projects and other programs aimed at rehabilitation and revitalization, physical improvements can be completed. Finally, to provide direction for rehabilitation and revitalization of larger

areas, planning for the enhancement of individual neighborhoods can be accomplished using "area plans" or "specific plans."

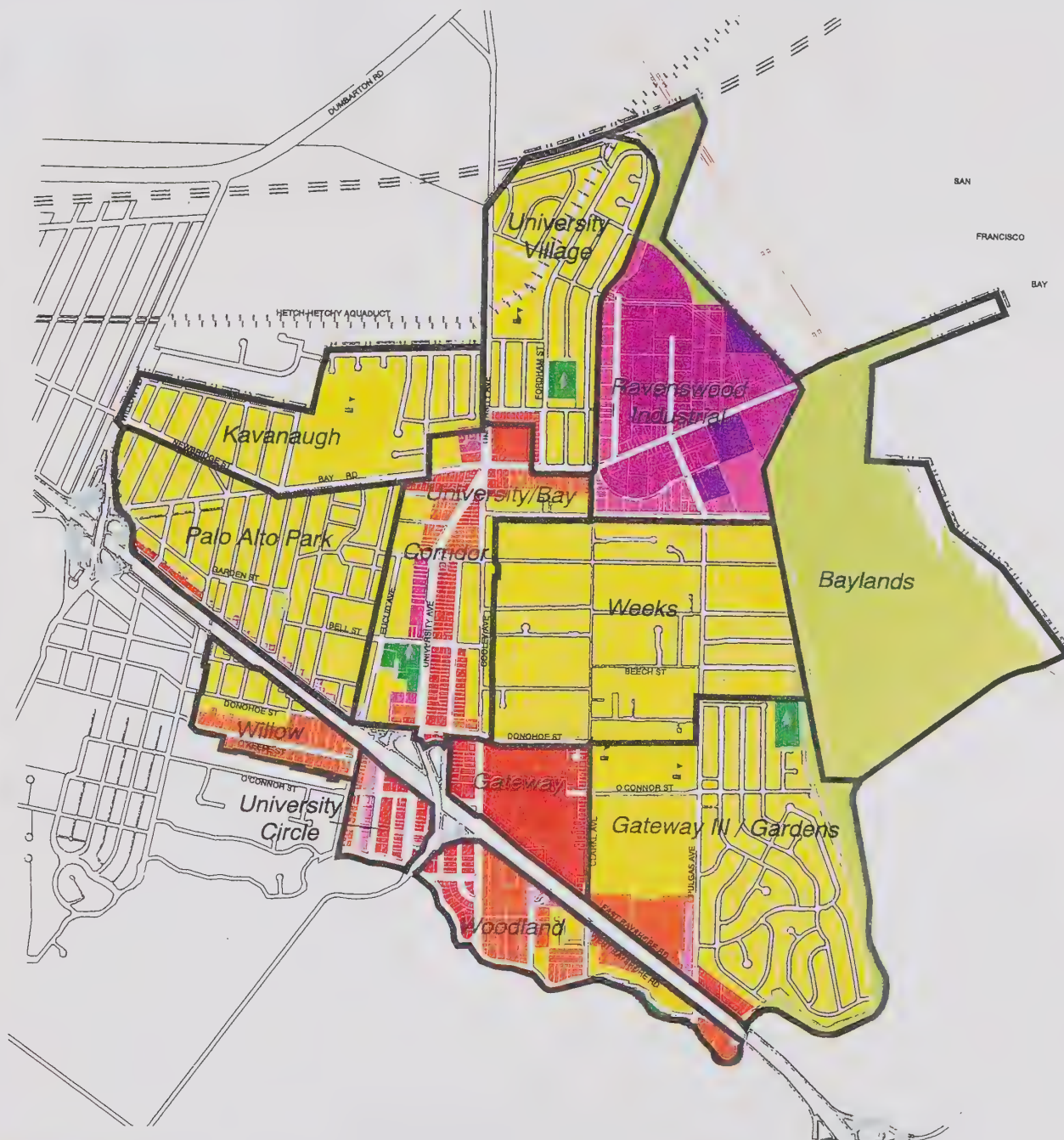
Neighborhood Planning

East Palo Alto is divided into 12 neighborhoods for the purpose of land use planning (see Figure LU-3). These neighborhoods are developed with existing residential, commercial, industrial or community uses, or various combinations of two or more of these broad categories of land use. Some of these neighborhoods have established development and land use patterns that the community wishes to maintain. Others will benefit from changes in land use and General Plan policy in the Land Use Element identifies changes in those neighborhoods. Below is a description of the changes in land use for certain neighborhoods that will occur over time as policy contained in this Element of the General Plan is implemented. Actual changes in land use within each neighborhood will occur through implementation of both public and private development and redevelopment proposals. Further planning for enhancement of individual neighborhoods can also be accomplished using "area plans" or "specific plans."

University Village

University Village is a primarily single-family residential neighborhood located in the north central part of East Palo Alto. With University Avenue as its westerly boundary and Bay Road as its southerly boundary, University Village includes approximately 91 acres of land in this neighborhood, exclusive of streets.

Approximately 77 acres is currently low/medium density residential development at less than eight dwelling units per acre.



LEGEND

- | | | | |
|--|---|--|---|
| | Low/Medium Density Residential (1-8 du/ac) | | General Industrial |
| | Medium/High Density Residential (9-17 du/ac) | | Heavy Industrial |
| | High Density Residential (18-40 du/ac) | | Industrial Buffer (allows residential as mixed use) |
| | General Commercial (allows residential as mixed use) | | Community Open Space Conservation |
| | Neighborhood Commercial (allows residential as mixed use) | | Resource Management |
| | Office (allows residential as mixed use) | | |

East Palo Alto



General Plan



north

0' 2000'

Figure LU-3
East Palo Alto Neighborhoods

Other land uses include Jack Farrell Park, a City neighborhood park, and the Costano School, a Ravenswood School District public elementary school. Land uses in University Village are stable and no changes are identified for this neighborhood.

Kavanaugh

The Kavanaugh neighborhood is another primarily single-family residential area in the northwestern portion of the City. Located west of University Avenue, north of Newbridge Street and Bay Road, and east of Willow Road, Kavanaugh contains approximately 89 acres of land, exclusive of streets. In addition to about 57 acres of low/medium density residential development, this neighborhood includes the Caesar Chavez Academy and the Creative Montessori schools.

A portion of the residential property along the east side of Willow Road was utilized in a road widening project designed to accommodate higher regional traffic volumes. With the increased traffic along Willow Road, the Land Use Policy Map designates several single-family residential lots lying between Willow Road and Saratoga Avenue for medium/high density residential.

Ravenswood Industrial

Located in the northeasterly portion of East Palo Alto, the Ravenswood Industrial area consists of about 150 acres of land, exclusive of streets. This neighborhood presently includes a variety of industrial, commercial, residential, and agricultural uses. Approximately 45 acres is vacant and undeveloped, about 20 acres of which is adjacent to the Ravenswood Open Space Preserve (or the San Mateo County Baylands Reserve). This area is also located in the Ravenswood/Four Corners Redevelopment Project.

The Ravenswood Industrial neighborhood represents the City's primary area for industrial uses and the Land Use Policy Map indicates that most land within this area will develop or redevelop as General Industrial or Industrial Buffer. The Industrial Buffer area is located along the southerly and westerly portions of the neighborhood to provide separation between residential areas in the University Village and Weeks neighborhoods.

Palo Alto Park

The Palo Alto Park neighborhood is located in the west central portion of East Palo Alto, and is generally defined by Newbridge Street and Bay Road on the north, East Bayshore Road and Willow Road on the south and west, and Euclid Avenue/Glen Way on the east. Approximately 113 acres in size, exclusive of streets, most of the neighborhood (approximately 104 acres) is currently developed as low/medium density single-family housing at less than eight dwelling units per acre.

As with the Kavanaugh neighborhood, the existing residential area along Willow Road, between Willow and Saratoga Avenue has been designated for medium/high density residential use on the Land Use Policy Map. An area designated for office and neighborhood commercial development occurs along the frontage of East Bayshore Road between Menalto Avenue and Euclid Avenue. Although designated for office and neighborhood commercial development, these areas can also support residential development on upper floors where such commercial/office and residential mixed use is compatible.

University/Bay Corridor

Located in the central portion of East Palo Alto, the University/Bay Corridor neighborhood includes approximately 106 acres of land, exclusive of streets. The area is generally bounded by Euclid Avenue/Glen

Way on the west, Donohoe Street on the south, and Cooley Avenue on the east. The northerly portion of the neighborhood includes the Four Corners area around the intersection of University Avenue and Bay Road, which is also included in the Ravenswood/Four Corners Redevelopment Project.

The Corridor represents a major artery for commuter traffic traveling to and from the

East Bay and University Avenue, as well as Capitol Avenue, Cooley Avenue, and cross streets are affected by traffic congestion during peak morning and evening periods. This neighborhood presently includes a variety of commercial, residential, public and recreational uses, including Bell Street Park and the Ravenswood School District administrative offices.

Major Activity Areas



Substantial changes in land use are envisioned for this neighborhood on the Land Use Policy Map. This area provides an opportunity to create a stronger identity for East Palo Alto. Land uses planned in the Corridor can support higher levels of activity that create stronger connections between the Ravenswood Industrial neighborhood to the northeast, the Gateway commercial neighborhood to the southeast, and the University Circle commercial neighborhood to the south. By providing this stronger connection in the future between the major activity centers of the community, the University/Bay Corridor will be instrumental in establishing a greater sense of place and organization of major activities within East Palo Alto.

The Land Use Policy Map identifies a substantial amount of land along University Avenue and in the Four Corners area for General Commercial and Office development. While University Avenue will continue to accommodate commuter traffic, Capitol Avenue is envisioned as a more pedestrian-oriented mixed-use area, including commercial, office and medium density residential development. Development along Capitol Avenue is expected to reflect a "village-like" or human scale with buildings of one, two and three stories. Where commercial and residential development are mixed within the same buildings, commercial development will typically occur at the street level with offices and/or residential occurring on upper floors.

Weeks

The Weeks neighborhood is located in the east central portion of East Palo Alto, and is generally defined by Cooley Avenue on the west, Weeks Street on the north, Donohoe and Beech Street on the south, and the Palo Alto Baylands Nature Preserve on the east. Approximately 189 acres in size, exclusive of streets, the Weeks neighborhood consists

primarily of low/medium density single-family residential development at less than eight dwelling units per acre. Weeks contains most of the larger residential lots in the City and is experiencing further subdivision of these large lots for residential development.

The Weeks neighborhood also includes larger parcels of land (totaling about 20 acres) that are still being used for agricultural production. The Martin Luther King Jr. Park, a City neighborhood park, is located in the eastern portion of the neighborhood.

Land use changes envisioned on the Land Use Policy Map include the development of Medium/High Density Residential development along the south side of Weeks Street, east of Clarke Avenue. This higher density residential development will separate the Industrial Buffer area north of Weeks Street from the single-family residential areas to the south.

Baylands

Located in the easterly portion of the City, the Baylands neighborhood is comprised of approximately 214 acres of open space land, including Cooley Landing and the Palo Alto Baylands Nature Preserve. The Land Use Policy Map indicates that all of this area will be designated as a Resource Management area, with passive recreational use.

Located at the east end of Bay Road, Cooley Landing is a peninsula of ecologically valuable open space, which may also be developed under a future Specific Plan for commercial recreation activities, such as a marina, restaurants, and other water-related uses. South of Cooley Landing, the Palo Alto Baylands Nature Preserve is the largest natural open space area in East Palo Alto. The two areas consist of baylands, marshes, salt ponds, and portions of San Francisquito Creek, including important wetland vegetation and

wildlife habitat.

Gateway

The Gateway neighborhood is located in the south central portion of the City, and is generally defined by Capitol Avenue on the west, Donohoe Street on the north, the Bayshore Freeway on the south, and Clarke Avenue on the east. Approximately 46 acres in size, exclusive of streets, the Gateway neighborhood is partially developed with commercial and residential uses (about 14 acres) and includes approximately 32 acres of land that is the former location of the Ravenswood High School.

The Gateway neighborhood is also part of the Gateway/101 Corridor Redevelopment Project and Specific Plan. The Redevelopment Project and Specific Plan call for General Commercial development on former Ravenswood High School site, creating a major sub-regional commercial shopping center in East Palo Alto. With this major commercial center, the Gateway neighborhood will begin to create a stronger future connection between main activity centers of the community, including the Ravenswood Industrial neighborhood, the University/Bay Corridor neighborhood and the University Circle neighborhood.

Gateway III/Gardens

Located in the southeastern portion of East Palo Alto, the Gateway III/Gardens neighborhood includes approximately 214 acres of land, exclusive of streets. The area is generally bounded by Clarke Avenue on the west, the Bayshore Freeway on the south, San Francisquito Creek on the east, and Donohoe and Beech Street on the north.

This neighborhood currently includes a variety of residential, commercial, agricultural, institutional and open space uses. The easterly half of the area includes single-family

residential development, and a portion of the Palo Alto Baylands Nature Preserve and San Francisquito Creek. Higher density residential development, agricultural land, and two public schools, Brentwood Oaks Elementary and Ronald McNair Middle School, are located in the westerly portion of the area.

The westerly portion of the Gardens/Gateway III neighborhood is within the Gateway/101 Corridor Redevelopment Project and Specific Plan area. This westerly portion is planned for a combination of Neighborhood Commercial, Medium/High Density Residential, High Density Residential, and open space use under the Redevelopment Project/Specific Plan. The Land Use Policy Map generally identifies these uses; however, the Specific Plan for this area will become the primary planning method for determining the precise combination of these uses. To promote economic development, the Specific Plan may provide for additional commercial activity.

Willow

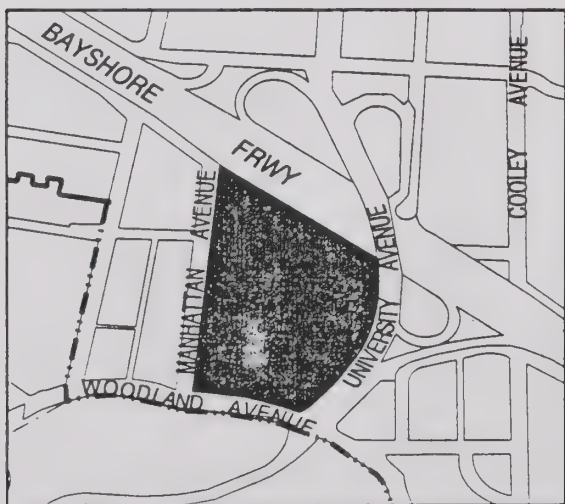
The Willow neighborhood, located in the southwesterly portion of the City, is comprised of approximately 39 acres of residentially developed land, exclusive of streets. The area is bounded by the Bayshore Freeway on the north, Euclid Avenue on the east, Menalto Avenue on the west, and O'Conner Street on the south.

This residential neighborhood is currently a combination of single-family and multi-family residential development. Land uses are stable and the Land Use Policy Map indicates that the Willow neighborhood will continue to include both Low/Medium Density Residential and Medium/High Density Residential land uses.

University Circle

The University Circle neighborhood is located in the south central part of East Palo Alto, and is generally defined by the Bay Shore Freeway on the north, University Avenue on the east, Woodland Avenue on the south, and Euclid Avenue on the west. University Circle is approximately 17 acres in size, exclusive of streets, and currently consists of commercial and multi-family residential development.

This neighborhood is included in the University Circle Redevelopment Project/Specific Plan, which calls for development of commercial retail, office and hotel space. The Land Use Policy Map for this area indicates future land uses of General Commercial, Office and High Density Residential; however, the Specific Plan and a Planned Unit Development permit for the neighborhood are the primary planning methods for determining the precise combination of these uses. The figure below provides a general depiction of the Specific Plan are including hotel, office and commercial retail uses. University Circle, in concert with future planned development in the Gateway, University/Bay Corridor, and Ravenswood Industrial neighborhoods, will create connected major activity areas within East Palo Alto that will provide a positive identity and image for the City.



Woodland

Located in the southeastern portion of the City, the Woodland neighborhood includes approximately 44 acres of land, exclusive of streets. With University Avenue as its westerly boundary, Woodland Avenue as its southern boundary, and the Bayshore Freeway to the north, the neighborhood presently includes a variety of commercial, single-family residential, and multi-family residential development. The Woodland neighborhood also includes open space along its southern boundary adjacent to San Francisquito Creek.

The Land Use Policy Map identifies changes in land use for the area in the future. The area nearest University Avenue is designated for General Commercial development in the future. The remainder of the neighborhood is planned for Medium/High Density and High Density Residential land use with a small area of Neighborhood Commercial land use in the central portion of the area.

Zoning Ordinance and Code Enforcement

Incompatibilities among land uses occur where differences exist among uses that are near one another. Such incompatibilities may result from differences

in the physical scale of development, noise levels, traffic levels, hours of operation and other factors. The City Zoning Ordinance is one of the primary regulatory documents used to ensure land use compatibility. The Ordinance contains standards for development, such as minimum lot sizes, building setback and maximum height limitations, parking and landscaping requirements, and other standards that are designed to promote compatibility.

The Zoning Ordinance, Uniform Building and Fire Codes, Uniform Housing Code and other City ordinances provide standards for physical

development, construction of buildings, and maintenance of properties within the community. Many of the standards are applied to protect public health and safety, and the City is responsible for enforcement of these regulatory requirements. Systematic enforcement of City ordinances and codes, including removal and prevention of graffiti can improve the overall quality of life in East Palo Alto and promote a more positive image for the community.

Rehabilitation of Properties and Buildings

Rehabilitation of older properties and buildings in the community can substantially improve the image of East Palo Alto. Buildings, landscaping, and public facilities improved physically through rehabilitation efforts upgrade development and create community pride in areas that may otherwise decline over time. The use of Community Development Block Grant and redevelopment tax increment funds, as well as streamlining of permitting for commercial and residential rehabilitation projects, provide sound approaches for revitalization of the community's properties and buildings.

For larger distinct areas that would benefit from revitalization and more focused study of improvement needs, state law provides for the formation of redevelopment projects (such as Gateway/101 Corridor, Ravenswood/Four Corners, and University Circle shown in Figure LU-4 on the following page) or the use of "area plans" or "specific plans" that to promote and direct rehabilitation and revitalization efforts. Such areas do not have to be conclusively identified in the General Plan, but many East Palo Alto neighborhoods described earlier in this section under *Neighborhood Planning* could benefit from such planning and rehabilitation efforts.

Adequate Public Facilities and Services

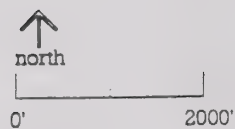
Public facilities and services supporting development in East Palo Alto are provided by the City and a number of other services districts. Together, these entities provide residents and businesses with water and sewer service, gas and electric power, street lighting, street maintenance, storm drainage, police and fire protection, and solid waste removal.

Local Public Service Providers

Local public service providers include the City and other governmental districts, and utility service providers. Three sources of water service exist in East Palo Alto: a) the East Palo Alto County Waterworks District; b) the Palo Alto Park Mutual Water Company; and c) the O'Conner Tract Mutual Water Company (see Figure LU-5). Although water service is generally acceptable, some water lines in the City are too small in diameter to maintain the required flow of water for fire protection purposes.

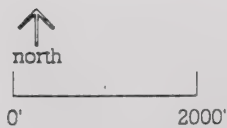
Sewer service in East Palo Alto is provided by both the East Palo Alto Sanitary District and the West Bay Sanitary District (see Figure LU-6). Many of the sewer lines within both districts are in poor condition due to age and replacement is underway.

Pacific Gas and Electric provides both natural gas and electric power to the community. Street lighting in East Palo Alto is provided under the Ravenswood Highway Lighting District.



SOURCE: City of East Palo Alto

Figure LU-4
Redevelopment Project Areas





General Plan

SOURCE: City of East Palo Alto

Figure LU-5
Water Districts



 East Palo Alto Sanitary District
 West Bay Sanitary District

north
 0' 2000'

East Palo Alto

 General Plan

SOURCE: City of East Palo Alto

Figure LU-6
Sanitary Districts

East Palo Alto streets are maintained by either the City, while the Bayshore Freeway (101) is maintained by the state Department of Transportation (Caltrans). University Avenue (from Kavanaugh to the Bayshore Freeway) is also expected to be maintained by Caltrans. The existing condition of streets in the community is generally acceptable; however, certain local streets in Palo Alto Park and University Circle contain substandard streets that do not conform to City standards, such as paved shoulders, curbs, sidewalks and drainage improvements.

Maintenance of storm drain facilities is the responsibility of the City Public Works Department, and the City has been divided into two districts - the East Palo Alto Drainage Maintenance District and the Palo Alto Gardens Drainage Maintenance District - for this service (see Figure LU-7). Although a master plan for storm drainage has been adopted, existing storm drains and flood control facilities are inadequate and in need of improvement. Storm drainage system facilities at outfall locations to San Francisco Bay and the O'Connor pump station are maintained by the San Mateo County Public Works Department.

As a City service, the East Palo Alto Police Department offers law enforcement in the community. Police service calls have risen in past years, increasing the law enforcement workload. The City is assisted in its law enforcement efforts by officers from the San Mateo County Sheriff's Department, Menlo Park and the California Highway Patrol.

The Menlo Park Fire Protection District serves East Palo Alto. The community faces no particular threat from wild fires, but the potential for structural and industrial fires is present. Certain areas throughout the City have substandard water lines which cannot maintain the required flow of water for fire protection purposes.

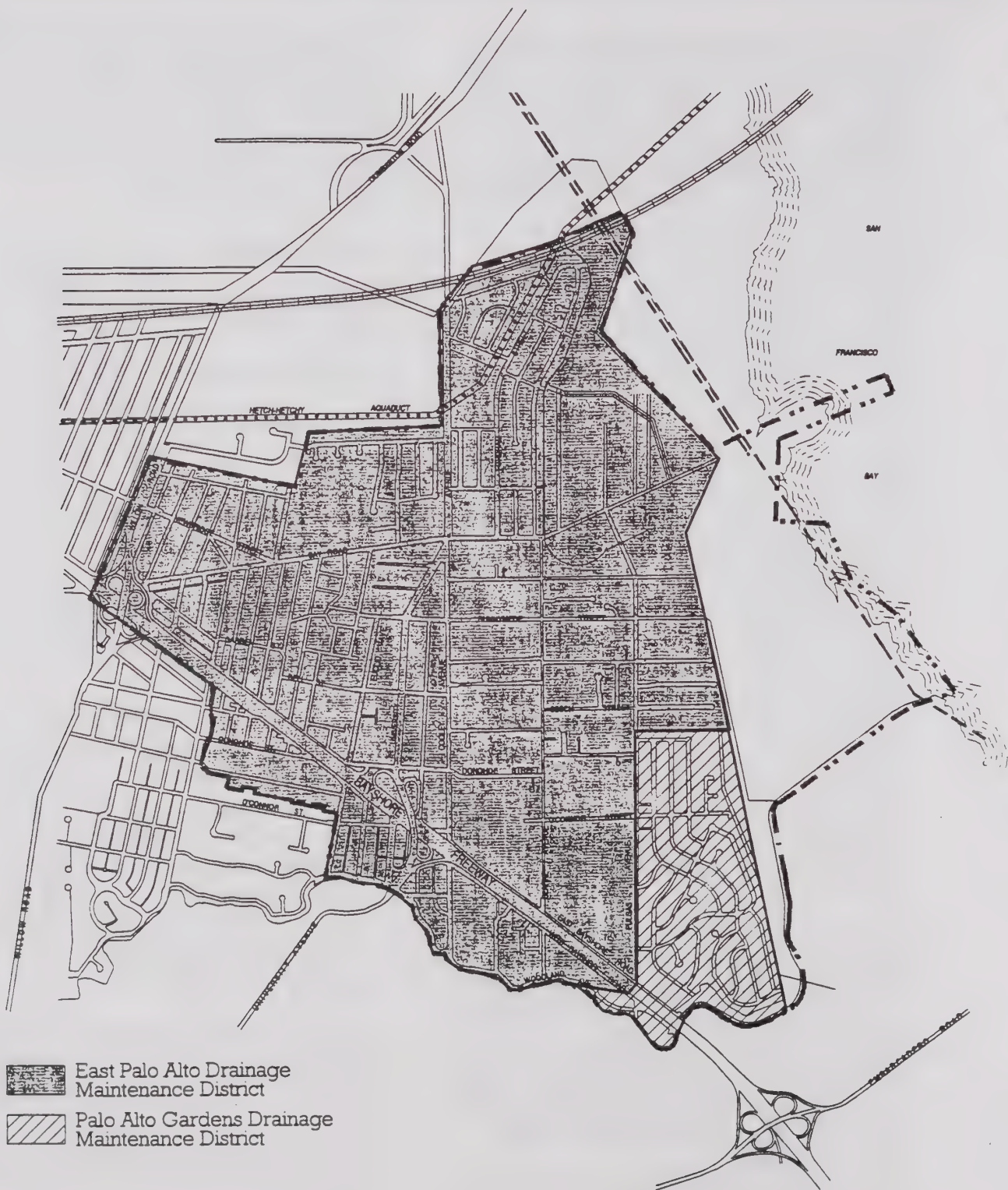
The handling solid waste consists of general waste collection and curbside recycling presently provided by Browning Ferris Industries, a private company. Solid waste that is not recycled is transported to the landfill at Half Moon Bay.



Cooperation Among Service Providers

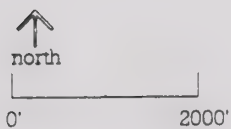
With the number of public agencies (and private entities) serving East Palo Alto, cooperation among the providers is needed to ensure that adequate urban services are provided to both existing and new development or redevelopment. A technical advisory committee consisting of staff representatives from each public facility and service provider can provide direct communication with each other on a regular basis to maintain an understanding of factors affecting their combined capabilities.

Inadequacies in ability to provide all necessary urban services can affect the overall health, safety and welfare of the community. Resolution of any potential inadequacies requires an understanding of specific service problems and the implications for other service providers. The existence of a technical advisory committee is necessary to avoid and address potential service provision problems that may arise.

Efforts to consolidate the provision of public utilities are underway. Future consolidation of utilities under the City of East Palo Alto may include the Ravenswood Street Lighting District, the San Mateo County Waterworks District and the East Palo Alto Sanitation District.



-  East Palo Alto Drainage Maintenance District
-  Palo Alto Gardens Drainage Maintenance District



SOURCE: City of East Palo Alto

Figure LU-7
Drainage Maintenance Districts

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East Palo Alto is currently served by an established circulation system. Convenient access to the community is provided by the Bayshore Freeway (Highway 101), while State Route 84 also offers access to and from the East Bay. A rail line extends through the northerly portion of the City to the East Bay and north through San Mateo County, offering potential for future rail transit service to the community. San Francisco International Airport is located approximately 18 miles to the north. Established bus transit service provides alternative transportation opportunities for residents of the community.

The Circulation Element guides continued development of the circulation system to support planned growth. The anticipated development pattern, as identified in the Land Use Element, will increase the demand for local and regional roadways. This element establishes the circulation plan components and identifies improvements required to maintain service levels. The use of a variety of transportation alternatives such as transit, walking, and bicycling is promoted to reduce the demand for transportation system improvements and improve air quality.

Purpose of the Circulation Element

The purpose of the Circulation Element is to provide a safe, efficient and adequate circulation system for the City. State planning law requires:

"...a circulation element consisting of the general location for proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the land use element plan."

To meet this purpose, the Circulation Element addresses the circulation improvements needed to provide adequate capacity for future land uses. The Element establishes a hierarchy of transportation routes with typical development standards described for each roadway category.

The state General Plan Guidelines (Section 65302) recommends that the circulation policies and plans should:

- Coordinate the transportation and circulation system with planned land uses;
- Promote the efficient transport of goods and the safe and effective movement of all segments of the population;
- Make efficient use of existing transportation facilities; and
- Protect environmental quality and promote the wise and equitable use of economic and natural resources.

The Guidelines indicate that the Circulation Element should address all facets of circulation including streets and highways, transportation corridors, public transit, railroads, bicycle and pedestrian facilities and commercial, general and military airports. The East Palo Alto Circulation Element fulfills state requirements with a strategy to

provide effective circulation facilities supporting desired community development. State law also requires the Circulation Element or other General Plan element to address public utilities. The East Palo Alto General Plan provides a discussion of utilities in its Land Use Element.

Scope and Content of the Element

This element contains goals and policies to improve overall circulation in East Palo Alto. For vehicle transportation, a hierarchical roadway network is established with designated roadway types and typical design standards. The roadway type is linked to anticipated traffic levels. Because local circulation is linked with the regional transportation system, the element focuses on participation in regional programs to alleviate traffic congestion. Alternative transportation modes are also emphasized in the element to reduce dependency on the automobile and thereby improve environmental quality.

The Circulation Element is comprised of three sections: 1) Introduction; 2) Issues, Goals and Policies; and 3) the Circulation Plan. In the Issues, Goals and Policies section, major issues pertaining to the transportation system are identified, and related goals and policies are established.

The goals are overall statements of the City desires and are comprised of broad statements of purpose and direction. The policies serve as guides for planning circulation improvements to accommodate anticipated population growth, maintaining acceptable levels of transportation service while development occurs, promoting alternative transportation modes, and coordinating with local and regional jurisdictions to provide

regional transportation facilities. The Circulation Plan explains how the goals and policies will be achieved and implemented. Specific implementation programs for circulation are contained in the General Plan Implementation Program (Appendix A).

Related Plans and Programs

Several transportation plans prepared by the State, County and regional agencies focus on the regional transportation system. Strategies to handle anticipated traffic levels from future development are discussed. Other plans have also been prepared to locate future routes for public transit including rail service. Plans and programs related to the Circulation Element include the following:

Bay Area Clean Air Plan	The Bay Area Air Quality Management District (AQMD) is a regulatory body responsible for improving air quality in the Bay Area. The Bay Area 1991 Clean Air Plan (CAP) is required by the 1988 California Clean Air Act. Prepared by AQMD in cooperation with the Metropolitan Transportation Commission (MTC) and ABAG, its main objective is to attain state air quality standards for ozone and carbon monoxide. The plan includes a specific measure which urges cities and counties to formulate and adopt local air quality elements, or the equivalent, in their general plans (<i>Air quality is addressed in the Land Use, Circulation, Economic Development, and Conservation and Open Space Elements of the East Palo Alto General Plan</i>).
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**Regional
Transportation
Plan**

The Metropolitan Transportation Commission's Regional Transportation Plan (RTP) guides Bay Area transportation improvement projects and shows how they will help attain regional air quality objectives. The plan promotes projects that: a) provide reasonable and predictable mobility within the region; b) ensure that all people have equitable access to transportation; c) support a healthy environment and mitigate any adverse impacts; and d) promote economic vitality within the region.

**Congestion
Management
Plan**

With the passage of the gas tax increase (Proposition 111) in June 1990, each county in the state was required to prepare a Congestion Management Plan (CMP). The main goals of the CMP are to establish a political process through which countywide roadway congestion can be controlled or relieved, and to develop a comprehensive strategy to respond to countywide transportation needs. The CMP is updated biennially to reflect changing transportation needs and conditions within the county. The CMP capital improvement program must be submitted to MTC every two years to be incorporated into the Bay Area Regional Transportation Improvement Plan.

**Countywide
Transportation
Plan**

The Countywide Transportation Plan (CTP) is an overall plan prepared by the City/County Association of Governments of San Mateo County (C/CAG). The objectives of the plan are to determine the most effective road and transit improvements and the most effective land use plan that will: a) improve mobility; b) decrease congestion; c) reduce air pollution; and d) stimulate

economic activity. One phase of the CTP planning process involves the preparation of a *CTP Alternatives Report* designed as a set of land use and transportation options for C/CAG to consider as the basis for selecting a preferred alternative around which the entire CTP will be structured.

**Project Study
Report for
Route 109**

The Caltrans Route 109 Project Study Report (PSR) is a preliminary evaluation of alternatives for connecting the Dumbarton Bridge to destinations along the Bayshore Freeway (Highway 101). A PSR is generally required before freeway modification projects can be included in the master priority list of state highway projects (the State Transportation Improvement Program or STIP). The PSR does not provide a recommended alternative, but indicates that the next step in the study process is a request by Caltrans to the California Transportation Commission (CTC) to proceed with a route adoption study through incorporation into the STIP.

**Dumbarton
Rail Corridor
Study**

Alternative combinations of rail service for linking the Peninsula, East Bay, South Bay and inland Sacramento and Stockton areas are assessed in Dumbarton Rail Corridor Study. A major component of the alternatives examined is the easterly link across the Dumbarton rail line bridge. The study also identifies possible station locations, including those near East Palo Alto.

Relationship to Other General Plan Elements

According to state planning law, the Circulation Element must be independent, but consistent with the other General Plan Elements. All elements of the General Plan are interrelated to a degree, and certain goals and policies of each element may also address issues that are the primary subjects of other elements. The integration of overlapping issues throughout the General Plan elements provides a strong basis for implementation of plans and programs, and achievement of community goals. The Circulation Element relates most closely to the Land Use, Conservation and Open Space, Noise, and Public Safety Elements.

The Land Use and Circulation Elements are inextricably linked. The planned development identified in the Land Use Element is the basis for determining future road improvements. The circulation policies and plans ensure that existing transportation facilities will be improved and new facilities will be constructed to adequately serve traffic generated by planned development. An efficient circulation system is a critical factor for diversifying and expanding local economic activities. In addition, the Circulation Element promotes alternative transportation modes to minimize the regional impacts of planned local development.

The Circulation Element provides for a bikeway and pedestrians system that accommodates bicycles and pedestrians. Bikeways will connect with recreational areas and support the City recreational goals identified in the Conservation and Open Space Element. In addition to promoting bicycle and pedestrian transportation, the Circulation Element promotes the use of public transit.

Alternative transportation modes will help achieve the air quality goals identified in the Conservation and Open Space Element. The policies in the Circulation Element also work in concert with policies contained in Noise and Public Safety Elements regarding transportation noise and emergency response.

East Palo Alto has a local circulation system that includes vehicular, public transit, bicycle and pedestrian components. An interdependent system is created by the connection of this local system with a larger regional circulation system. A safe and convenient circulation system operation is needed to support planned land use in the community.

Five major issues are addressed by the goals, policies and plan of the Circulation Element. These major issues include: 1) supporting regional transportation facilities; 2) improving City roadways; 3) providing public transit and other travel methods; 4) improving neighborhood traffic safety; and 5) increasing transportation system efficiency. Each issue and the related goals and policies are included in the following section of the Element.

Regional Transportation Facilities

Circulation Issue 1: Desire to support the development of regional transportation facilities.

Transportation in East Palo Alto is directly related to an overall transportation network for the Bay Area. Roadway facilities within East Palo Alto accommodate regional traffic resulting in congestion on the Bayshore Freeway (U.S. 101), University Avenue, East Bayshore Road, and Willow Road. Planning for the needs of the community necessarily includes recognition of the related transportation needs and planning efforts of

the surrounding communities, county and region. With that recognition is the need for the City to actively monitor transportation planning in the surrounding area.

Circulation Goal 1.0: Support development of an efficient regional transportation system.

Policy 1.1: Support implementation of the Countywide Transportation Plan.

Policy 1.2: Work closely with adjacent jurisdictions and transportation agencies to ensure that development projects within and near East Palo Alto can be accommodated by the regional transportation system.

City Roadways

Circulation Issue 2.0: Need to provide an adequate system of City roadways.

A well-designed local roadway system is needed to provide safe and convenient access to activities in East Palo Alto. The local roadway system serves the community's primary need for mobility and includes a hierarchy of City streets to meet that need.

Certain local roadways, such as University Avenue, East Bayshore Road and Willow Road accommodate regional traffic traveling through the community. During periods of heavy congestion, other local roadways are also affected by regional traffic.

Circulation Goal 2: Provide a system of local roadways that meets community needs.

Policy 2.1: Coordinate improvements to the City circulation system with other major transportation improvement programs, such as improvement of the University Avenue/Bayshore Freeway (U.S. 101) interchange.

Policy 2.2: Improve the East Palo Alto circulation system roadways in concert with land development to maintain adequate levels of service.

Public Transit and Other Travel Methods

Circulation Issue 3: Need to increase the availability and use of public transit and non-vehicular methods of travel.

Many residents and employees in East Palo Alto rely on public transit. This option to the traditional use of an automobile for traveling within and outside the community represents an important way of controlling congestion. Regional rail facilities may exist near East Palo Alto in the future and need to provide convenient service to City residents and employees. Non-vehicular methods of modes of travel, such as bicycling or walking, can also reduce demands on the roadway system where necessary improvements exist to promote those methods. Together, public transit and non-vehicular modes of travel can provide appropriate alternatives to travel by automobile.

Circulation Goal 3.0: Increase use of public transit and non-vehicular methods of travel.

Policy 3.1: Promote greater provision of public transit facilities and services by the San Mateo County Transit District (Samtrans).

Policy 3.2: Promote greater access and public transit service between East Palo Alto and region-serving transportation centers, including airports, in adjacent communities.

Policy 3.3: Provide and maintain a circulation system that supports bicycle and pedestrian travel.

Neighborhood Traffic Safety

Circulation Issue 4: Desire to improve traffic safety within residential neighborhoods.

Certain residential areas in East Palo Alto experience a substantial amount of through traffic. In some cases, this traffic is also traveling at higher speeds, creating a safety problem for local residents. Traffic management or "traffic calming" techniques may be necessary to reduce the attractiveness of these neighborhood streets to through traffic. A number of residential neighborhoods also need additional improvements to their local streets to provide safe vehicular and non-vehicular movement.

Circulation Goal 4.0: Improve traffic safety in residential neighborhoods.

Policy 4.1: Provide traffic management improvements within residential neighborhoods where through traffic creates public safety problems.

Policy 4.2: Install additional street improvements within residential

neighborhoods where necessary to improve vehicular and non-vehicular safety.

Policy 4.3: Discourage the flow of commuter traffic through residential neighborhoods.

Transportation System Efficiency

Circulation Issue 5: Need to improve the efficiency of the transportation system and control demands on the system - particularly University Avenue and other roadways carrying regional traffic.

Transportation system management (TSM) and transportation demand management (TDM) methods are a necessary part of an overall strategy to improve transportation. These methods can improve system effectiveness and provide relief from increasing demands for more costly improvements to transportation facilities.

Circulation Goal 5.0: Improve transportation system efficiency.

Policy 5.1: Improve operational measures of the traffic system designed to maximize the efficiency of the system for residents and shoppers, as well as commuters, while minimizing delay and congestion.

Policy 5.2: Improve intersection capacity with additional lanes at key intersections to improve traffic flow.

Policy 5.3: Improve regional transportation routes to alleviate congestion within East Palo Alto.

Related Goals and Policies

The goals and policies described in the Circulation Element are related to and support subjects included within other General Plan Elements. In turn, many goals and policies from the other elements directly or indirectly support the goals and policies of the Circulation Element. These supporting goals and policies are identified in Table C-1.

**Table C-1
Circulation
Related Goals and Policies by Element**

Circulation Issue Area	Related Goals and Policies by Element						Housing
	Land Use	Circulation	Conservation and Open Space	Noise	Safety	Economic Development	
Regional Transportation Facilities	1.1, 4.2		4.1, 4.2, 4.3				
City Roadways	1.1, 2.1, 2.2, 2.3, 4.1			1.1, 1.2, 2.1		9.1	
Public Transit and Other Travel Methods	2.2, 4.1, 4.2		8.2				
Neighborhood Traffic Safety	2.2, 3.2, 4.1				2.4		
Transportation System Efficiency	1.1, 1.3, 3.2, 4.2		8.2			9.1	

East Palo Alto is supported by a diverse circulation system with vehicular, transit, bicycle and pedestrian links. The local system connects with the larger regional system and operation of the two systems is interdependent. The Circulation Plan summarizes the approach to ensure safe and convenient operation of the circulation system, and identifies improvements required to accommodate traffic from planned development.

Vehicular transportation is presently the primary mode and a Roadway Plan is established with hierarchical roadway designations and typical design standards for roadway designations. The use of alternative transportation modes is promoted to reduce dependency on automobile transportation.

The Plan is based on goals and policies identified in the previous section. The Circulation Element Implementation Program, included as an appendix to the General Plan, is an extension of the Circulation Plan and contains specific programs to coordinate planned development with circulation improvements.

Regional Transportation Facilities

In general, San Mateo County and the South Bay area have experienced rapid urban growth over the last two decades. The success of existing and future development is dependent on the availability of an effective regional transportation system. The system must link

localities with major activity centers and regional transportation hubs. In addition, the regional circulation system must meet the needs of local residents.

East Palo Alto is tied closely to the regional circulation system. The Bayshore Freeway (U.S. 101) extends through the southerly portion of the community, while the Bayfront Expressway (State Route 84) connecting San Mateo County and the East Bay, extends just north of the City. These two regional roadways are connected by University Avenue (State Route 109) between SR 84 and Kavanaugh Drive, a north/south arterial traversing the central part of East Palo Alto, and Willow Road (State Route 114), a Menlo Park arterial roadway adjacent to the west boundary of East Palo Alto. University Avenue carries 29,000 vehicles per day and is subject to long delays and congestion. These four roadways carry a substantial amount of regional traffic and, during peak morning and evening periods, experience significant congestion and delays.

Regional Transportation Alternatives

The City/County Association of Governments of San Mateo County (C/CAG) prepared its *Countywide*

Transportation Plan Alternatives Report (1996) addressing nine land use and transportation system scenarios to see how well each comparatively relieves traffic congestion. The report contains the following findings which are important considerations for East Palo Alto:

- All of the land use scenarios increase households and jobs in the County from

1990 to 2010 which, in turn, increases congestion. Even with planned transportation improvements, maintaining 1990 levels of congestion will not be possible and congestion is expected to increase.

- The automobile is currently the dominant mode of travel in the County (97% of all trips) and will remain the dominant mode of travel (95% of all trips) in 2010.
- Locating more housing closer to jobs causes vehicle miles traveled and vehicle hours traveled to increase the least and travel speeds to decrease the least.
- Transit ridership could increase from about 6% to 12% of total work trips. The automobile is currently the dominant mode of travel in the County for work trips (94%), but the addition of substantial transit improvements would reduce its dominance to 88% of all work trips.
- In 2010, as in 1990, a relatively high percentage (42%) of San Mateo County residents will commute to jobs in other counties. In 1990, this was the highest percentage of out-commuting for any county in the Bay Area.
- In 2010, as in 1990, a relatively high percentage of workers (36%) in the County will be non-resident workers who commute in from other counties. In 1990, this was the second highest percentage of in-commuting for any county in the Bay Area.

The results of this report suggest that East Palo Alto will continue to experience congestion during the morning and evening peak periods as commuters travel to work along area roadways in their automobiles.

Route 109

A potential component of the regional circulation system not considered in the C/CAG alternatives report is the addition of a Bayside Route 109 alignment connecting the Dumbarton Bridge to the Bayshore Freeway. Several years ago Caltrans completed a Project Study Report (PSR) for Route 109 evaluating several alternatives, including widened University Avenue, a depressed University Avenue, and an alignment along the Bayside of East Palo Alto connecting to the Bayshore Freeway at the Embarcadero or Oregon Expressway interchanges. Implementation of this Bayside alignment would provide significant relief from commuter traffic to University Avenue and Willow Road, as well as providing the possibility of a connection with Bay Road in East Palo Alto.

Although the completion of a Bayside Route 109 through East Palo Alto would require the cooperation of other state, county, regional and local agencies, this important link is depicted in the City Roadway Plan (see Figure C-2) and its general alignment may also be paired with a future alignment for rail transportation (see Figure C-4 *Rail Transit Concepts*).

University Avenue Interchange

Upgrading of the University Avenue/Bayshore Freeway interchange in East Palo Alto represents a improvement to both the regional and local circulation system. Substantial additional capacity to handle traffic exiting the Bayshore Freeway will be provided by this upgrade. The northbound off-ramp will be widened and realigned, and ramp metering will be added to the on-ramps. This represents an important infrastructure improvement supporting implementation of the Gateway/101 Corridor Redevelopment Project and is funded through

ISTEA (Intermodal Surface Transportation Efficiency Act).

City Roadways

The City roadway system is the most important component of the City's overall circulation system and is defined using a hierarchical classification system for major streets. The Circulation Element roadway categories are differentiated by size, function and capacity, and do not include local streets.

Roadway Categories

There are three basic categories in the hierarchy, ranging from a four-lane divided roadway with the highest capacity, to a two-lane undivided roadway with the lowest capacity. Figure C-1 *Typical Roadway Cross-Sections* on the following page provides schematic cross sections of each category. These sections represent desirable standards, but variation in right-of-way width and specific road improvements will occur in certain cases due to physical/community character constraints and/or right-of-way limitations. Any of the roadway classifications may deviate from standards where physical constraints exist or where preservation of community character dictates special treatment. Although specific roadway design may vary, the overriding objective is that all roadways carry the designed volume of traffic.

The City roadway categories are summarized as follows:

Four-Lane Divided Roadway: Typically constructed within a right-of-way width of 100 feet with a curb-to-curb pavement width of 84 feet. A four-lane divided roadway forms

an important component of the regional and local transportation system.

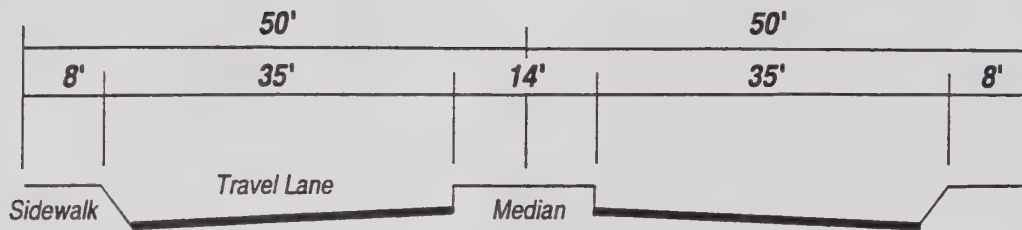
Four-Lane or Two-Lane Undivided Roadway: Typically constructed within a right-of-way width of 80 feet with a curb-to-curb pavement width of 64 feet (60 feet and 40 feet, respectively for four- and two-lane). These roadways serve as collectors, distributing traffic between local streets, and larger arterial roadways.

Two-Lane Undivided Local Roadway: A local roadway typically constructed within a right-of-way of 60 feet with a curb-to-curb width of 36 to 40 feet. This category of roadway is designed to provide access to individual parcels of land in the City.

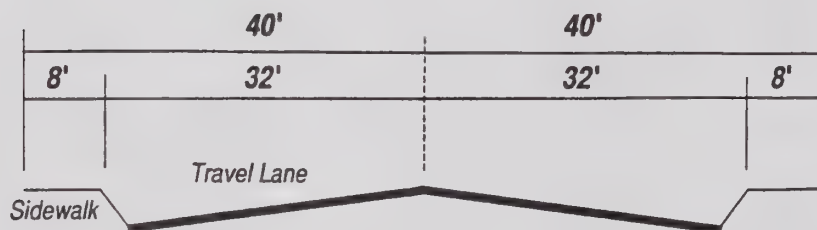
Performance Criteria

The performance of the roadway system can be determined by comparing its traffic carrying capacity with projected traffic volumes. The use of performance criteria rely upon a statement of City policy establishing a desired level of service (LOS) within the community. Performance can be measured using a volume-to-capacity (V/C) ratio. V/C ratios are calculated based on existing or future average daily traffic (ADT) volumes and daily capacity values for various types of roadways. A level of service scale is used to evaluate roadway performance based on V/C ratios. These levels range from "A" to "F", with LOS A representing free flow conditions and LOS F representing severe traffic congestion. Descriptions of traffic flow for the different levels of service are provided in Table C-2 *Roadway Levels of Service*.

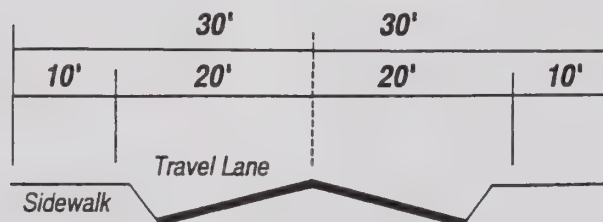
Various LOS policy standards have been established for evaluating observed traffic conditions, future development plans and circulation system modifications. At the



Four-Lane Divided Arterial 100' R/W



Four-Lane Undivided Collector 80' R/W



Two-Lane Undivided Collector 60' R/W

Table C-2
Standards for Roadway Levels of Service

LEVEL OF SERVICE	TRAFFIC CONDITIONS	V/C VALUE
A	Primarily free flow operations at average travel speeds usually about 90 percent of free flow speed. Vehicles can maneuver unimpeded within the traffic stream. Delay at signalized intersections is minimal.	.00 - .60
B	Reasonably unimpeded operations at average travel speeds usually about 70 percent of free flow speed. Ability to maneuver is only slightly restricted and stopped delays are not bothersome. Drivers are not subjected to appreciable tension.	.61 - .70
C	Represents stable operations, however, ability to maneuver and change lanes in midblock locations may be more restricted. Longer queues and/or adverse signal coordination may contribute to lower average travel speeds of about 50 percent of free-flow speed. Drivers will experience some appreciable tension.	.71 - .80
D	Borders on a range in which small increases in flow may cause substantial increases in approach delay, and hence, decreases in arterial speed. Causes range from adverse signal progression, inappropriate signal timing, high volumes, or any combination. For planning purposes, this Level of Service is the lowest that is considered acceptable. Average travel speeds are about 40 percent of free-flow speed.	.81 - .90
E	Characterized by significant approach delays and average travel speeds of one-third of free-flow speed or lower, caused by adverse progression, high signal density, extensive queuing at critical intersections, inappropriate signal timing, or some combination.	.91 - 1.00
F	Characterized by arterial flow at extremely low speeds below one-third to one-quarter of free flow speed. Congestion is likely at critical signalized intersections, resulting in high approach delays. Adverse progression is frequently a contributor to this condition.	Above 1.00

regional planning level, the statewide Congestion Management Plan (CMP) specifies LOS E (V/C ratio less than or equal to 1.00) as the operating standard for roadways on the CMP highway system.

For the East Palo Alto General Plan, LOS is calculated from average daily traffic (ADT) volumes, consistent with long-range planning of this type. This is in contrast to CMP analyses which use short-range time frames and focus on peak hour volumes and capacities at intersections. The performance criteria for evaluating volumes and capacities of the East Palo Alto roadway system is LOS D.

The daily capacity values in Table C-3 below are for calculating roadway V/C ratios. Due to the generalized nature of ADT capacities, the values are typically viewed as general rather than absolute guides for estimating levels of service and sizing the future roadway system.

Monitoring the operation of major roadways can be accomplished to ensure that the City roadway system meets desirable performance criteria.

As the V/C ratio exceeds the LOS standards,

roadway capacity can be expanded by restricting on-street parking, improving signal timing, widening intersections, and adding through and turn lanes.

Where the City determines that proposed development projects will cause LOS standards to be exceeded, appropriate mitigation will be required to improve roadways to meet LOS standards.

Roadway Plan

The circulation goals and policies emphasize the need for a circulation system capable of serving both existing and future traffic. Maintaining community values and aesthetic character must be balanced with expanding the circulation system. The location, design, and modes of the circulation system have major impacts on air quality, noise, community appearance and other environmental resources.

The plan accommodates anticipated traffic levels and the hierarchical roadway classification system is implemented to avoid community impacts. The East Palo Alto Roadway Plan shown in Figure C-2 on the following page delineates the planned roadway circulation system.

Table C-3
ADT Capacities by Roadway Type

Type of Roadway	ADT Capacity
4 Lane Divided Roadway	37,500
4 Lane Undivided Roadway	25,000
2 Lane Undivided Roadway	12,500



Roadways



Arterial Street



Collector Street



north

0'

2000'

East Palo Alto



General Plan

SOURCE: City of East Palo Alto

Figure C-2
Roadway Plan

Public Transit and Other Travel Modes

One of the key components of the Circulation Plan is the promotion of alternative transportation modes such as transit, bicycling, and walking. Many East Palo Alto residents are dependent on public transit as their primary mode of transportation for work and other trips. Increasing the use of alternative transportation modes also produces a number of community benefits including reduced traffic, less need for costly roadway improvement projects, and improved air quality. Facilities for bicycling and walking provide recreational benefits as well.

Bus Service

Public bus service in East Palo Alto is provided by Samtrans. As shown in Figure C-3

Existing Bus Routes on the following page, an established network of bus routes (routes 50C, 50V, and 6A) offers access to employment, shopping and recreation in the City and surrounding communities. Lines 50C and 50V both connect East Palo Alto with the Stanford Shopping Center via University Avenue, running on 30-minute peak and mid-day headways. Route 6A also runs on 30-minute peak head-ways between East Palo Alto and Menlo Park, Redwood City and Canada College.

Although not specifically serving East Palo Alto, AC Transit's Dumbarton Bridge service (Route DB1) runs along the Bayfront Expressway and Willow Road. AC Transit service on this route is principally intended to provide express service to the Stanford Research Park.

To increase ridership, transit facilities will

need to serve major new development and redevelopment projects. As new development and redevelopment occurs, the City will work with Samtrans to provide better service and connection to regional transportation centers.

Shuttle Service

Other proposals to provide greater public transit service to East Palo Alto include the "Smart Shuttle" concept. This proposal includes fixed-route shuttle service during peak-period commuting times to destinations in the area, such as the Main Post Office, Stanford University, Stanford Hospital, Stanford Shopping Center, Caltrain stations in Palo Alto and Menlo Park, nearby commercial centers with supermarkets, and El Camino Real for access to the regional Samtrans routes. During non-peak periods, both fixed route and dial-a-ride service may be provided in East Palo Alto and surrounding communities.

"Smart Shuttle" features may include:

- Shuttle reservation service (e.g., dial-a-ride) accessible by telephone;
- Shuttle arrival/departure times available by telephone;
- Shuttle arrival/departure times available at bus/shuttle stops; and
- Multi-lingual phone service.

Rail Service

The Palo Alto Caltrain Depot is located approximately two miles east of the City. The Peninsula commuter rail service connects Palo Alto with communities along the Highway 101 corridor from San Francisco to San Jose.

Other concepts for rail transit service for the East Palo Alto area are included in the Dumbarton Rail Corridor study. This study



SOURCE City of East Palo Alto

Figure C-3
Existing Bus Routes

examines alternatives for the provision of regional rail service connecting the San Francisco and the Peninsula with South and East Bay communities, as well as Stockton and Sacramento. A major component of this system is the easterly link across the existing Dumbarton rail line bridge to Newark. Assumed in the study is a rail station at Chilco, northeast of East Palo Alto along the Bayfront Expressway between Willow Road and University Avenue.

Another concept for a connecting link with the alternatives addressed in the Dumbarton Rail Corridor study is identified in the General Plan Circulation Element for the City of Palo Alto in Santa Clara County. This link would generally extend from the Dumbarton rail line along the northeast edge of East Palo Alto in a southerly direction along the eastern edge of East Palo Alto to the Oregon Expressway in Palo Alto. From there, the line would extend into Palo Alto along the Oregon Expressway corridor.

These rail service concepts are illustrated in Figure C-4 *Rail Transit Concepts* on the following page.

This concept for an additional rail service link may work in concert with the Route 109 roadway concept described earlier in this Circulation Plan. Such a link between the Dumbarton bridge and the Bayshore Freeway could provide a corridor for private vehicular traffic, bus service and rail service in the future.

Bikeways and Pedestrian Movement

East Palo Alto has a number of existing and planned bikeways designated as bicycle routes, bicycle lanes, or bicycle paths.

Descriptions of these three classifications of bikeways are provided in Table C-4 *Bikeway*

Classification Descriptions. Planned bikeways are illustrated in Figure C-5 *Bikeway Plan*.


Enhancement of the bikeway system will continue as roadway improvements occur. Bikeway system projects will focus on closing gaps in the existing system, making City bikeways continuous with the regional bikeway system, and eliminating on-street parking in marked bicycle lanes where accepted standards indicate that such parking is not advised.

Two major bikeway/pedestrian projects include the University Avenue Bicycle Lanes and the Bayfront Bicycle Trail. The University Avenue Bicycle Lanes Project involves the design and construction of pavement rehabilitation, street lighting, striping, and signage to provide bicycle lanes on University Avenue from Donohoe Street to the northern City limit.

This project will be constructed as part of the University Avenue Reconstruction Project to create a regional bikeway that connects bicycle lanes in the cities of East Palo Alto, Palo Alto and Menlo Park.

The Bayfront Bicycle Trail Project involves the construction of a bicycle path along the levee, tying to the existing regional bicycle trail system. Continuous bicycle travel from Menlo Park to Palo Alto along a safe and scenic route would be provided by this improvement. This project includes several recreational amenities, including rest stops with bicycle parking and seating, an exercise course with substations along the path, and nature-observing overlook stations.




 Conceptual Light Rail Transit Service



0' 2000'



SOURCE: Dumbarton Rail Corridor Study,
Palo Alto General Plan

Figure C-4
Rail Transit Concepts

Table C-4
Bikeway Classification Descriptions

CLASS I BIKE PATH or BIKE TRAIL

Provides a completely separated right-of-way designated for the exclusive use of bicycles and pedestrians; crossflows with motorized vehicles minimized.

Sizing: Minimum width for Class I (two-way) is eight feet. Desirable width is 10-12 feet. Minimum shoulder width of two feet each side.

Minimum width for Class I (one-way) is five feet. Minimum shoulder width of two feet each side.

CLASS II BIKE LANE

Provides a restricted right-of-way on a roadway's shoulder designated for the exclusive or semi-exclusive use of bicycles with through travel by motor vehicles or pedestrians prohibited; vehicle parking and crossflows by pedestrians and motorists permitted. Vehicle parking in a Class II bike lane is not desirable and should be discouraged. Additional lane width (12 feet minimum and 13 feet desirable) shall be required if on-street parking is permitted.

Sizing: Typical width of eight feet. A reduction in width to allow for restriping of an existing roadway or for added turning lanes may be permitted. In such cases, a five-foot width, or gutter width plus three feet, whichever is greater, is the minimum width.

CLASS III BIKEWAY

Provides for shared use of roadway facilities. These bikeways share the street with motor vehicles or share the sidewalk with pedestrians. In both of these conditions, bicycle use is a secondary function of the pavement.

References: 1. Caltrans "Planning and Design Criteria for Bikeways in California"

Neighborhood Traffic Safety

Traffic in residential areas can create neighborhood safety problems when traveling at excessive speeds. The Circulation Plan addresses these potential problems with options for controlling or "calming" traffic.

Traffic Calming



Traffic problems on local streets, particularly those in residential areas, can be addressed through public improvements that enhance pedestrian safety. For example, signage and streetscape improvements can be used to distinguish roadways for through traffic from local streets.

Other physical changes, such as the introduction of speed humps, diverters, turn prevention, and other techniques can be used to slow or deter vehicular traffic, improving safety for drivers, cyclists and pedestrians.

Truck Routes

East Palo Alto experiences moderate amounts of truck traffic generated by commercial and industrial uses and this traffic will increase in future years to support new businesses. Noise impacts and congestion are likely results from this increase in truck traffic. To minimize such impacts in the City, truck routes have been designated and signs will be posted to identify truck routes.



 Bicycle Route
 Bicycle Path
 Bicycle Lane

north
 0' 2000'

East Palo Alto

 General Plan

SOURCE: City of East Palo Alto

Figure C-5
Bikeway Plan

To minimize noise and other impacts in residential areas, truck routes will be located along major roadways. In adopting a set of designated routes for truck traffic traveling through the City, steps will be taken to minimize the amount of truck traffic on roadways in residential areas that are sensitive to congestion and noise.

Existing truck routes are illustrated in Figure C-6 on the following page. A through truck route permits unrestricted use of trucks, while a local truck route can be used only by trucks with an origin and/or destination within East Palo Alto.

Transportation System Efficiency

The efficiency of the circulation system can be maximized by using transportation system management (TSM) and transportation demand management (TDM) strategies. TSM involves physical improvements to the circulation infrastructure to expand capacity and increase traffic flow, while TDM involves reducing demand for vehicular transportation. In addition to enhancing the operation of the circulation system, TSM and TDM strategies provide relief from increasing demands for more improvements to transportation facilities.

Traffic signal coordination and intersection capacity improvements will be implemented as needed to maintain traffic flow. Traffic fees for traffic impacts of new development will be collected according to established local and regional fee programs. The City will support the implementation of employer TDM provisions of the Bay Area Clean Air Plan and participate in regional efforts to implement

TDM requirements. Programs to increase transit service and transit ridership, car- and van-pooling and use of non-vehicular transportation, such as walking and bicycling will be actively pursued.



Figure C-6
Existing Truck Routes

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Some of East Palo Alto's most valuable assets are its parks, shoreline, baylands and San Francisquito Creek. The Conservation and Open Space Element focuses on the protection and enhancement of open space and natural resources to ensure a high quality living environment in future years. Parks and facilities for recreational activities are particularly important because of the significant family population living in East Palo Alto. Community involvement is a historic tradition. Continued cultivation of human resources in addition to environmental resources will foster community stability and vitality.

Purpose of the Conservation and Open Space Element

The East Palo Alto Conservation and Open Space Element meets state requirements for the Conservation and Open Space Elements as defined in Sections 65302(d) and 65302(e) of the Government Code. According to these requirements, the Conservation Element must contain goals and policies to protect and maintain state natural resources such as water, soils, wildlife and minerals, and prevent wasteful resource exploitation, degradation and destruction. The Open Space Element must contain goals and policies to manage open space areas, including undeveloped lands and outdoor recreation areas. Specifically, the Open Space Element must address open space that is used for the preservation of natural resources, the managed production of resources, and open space maintained for public health and safety reasons. The last

category of open space is also addressed in the East Palo Alto Safety Element.

While air quality is not a state-mandated element, the Bay Area Clean Air Plan (CAP) requires air quality to be addressed in General Plans. Air quality is included as a component of the Conservation and Open Space Element to fulfill CAP requirements. The purpose of air quality component is to reduce pollutant levels through stationary source, mobile source, transportation and land use control measures, and energy conservation measures.

Scope and Content of the Element

The Conservation and Open Space Element expresses community goals to protect environmental resources and open space while providing opportunities for economic development and growth. Resource issues addressed in the element include cultural resources, parks and other open space, natural resources and features, solid waste, air quality and human resources. East Palo Alto utilizes and affects environmental resources outside its boundaries. As a result, some regional resource issues are addressed in this element including regional air quality and regional landfill capacity. One of the most important resources in East Palo Alto is human resources. The element specifically addresses continued development and enhancement of public involvement in civic activities.

The Conservation and Open Space Element is comprised of three sections: 1) Introduction;

2) Issues, Goals and Policies; and 3) the Conservation and Open Space Plan. In the Issues, Goals and Policies section, community open space needs and resource management issues are identified, and corresponding goals and policies are established. The goals, which are overall statements of the City desires are comprised of broad statements of purpose and direction. The policies serve as guides for planning recreational facilities, enhancing the natural amenities of East Palo Alto, and minimizing the environmental effects of planned development. The Plan explains how the goals and policies will be achieved and implemented. Specific implementation programs are located in the General Plan Implementation Program (Appendix A).

Related Plans and Programs

There are a number of existing plans and programs that directly relate to the Conservation and Open Space Element. These plans and programs are enacted through federal, state and local legislation, and administered by agencies or special districts. Federal laws pertaining to the protection of significant resources include the Endangered Species Act of 1973, the Antiquities Act and the National Historic Preservation Act of 1966, and the National Environmental Policy Act. Other related plans and programs are described below.

American Disabilities Act (ADA)	The American Disabilities Act of 1991 was adopted to make public areas, including parks and play areas, accessible to all
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persons. Playground equipment, trails and facilities must be usable by adults and children with disabilities under ADA. Designing

accessible recreational facilities and retrofitting existing facilities is addressed in the Conservation and Open Space Element.

California Environmental Quality Act and Guidelines	The California Environmental Quality Act (CEQA) was adopted by the state legislature in response to a public mandate for thorough environmental
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analysis of projects impacting the environment. The provisions of the law and environmental review procedures are described in the CEQA Law and Guidelines. CEQA will continue to be instrumental in ensuring that the environmental impacts of local development projects are appropriately assessed and mitigated.

U.S. Fish and Wildlife/ California Fish and Game Regulations	Both the U.S. Fish and Wildlife and California Fish and Game have regulations of codes to protect wildlife resources. Special permits are required for the alteration of any
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lake or stream, dredging or other activities that may affect fish and game habitat. Both departments also regulate impacts to sensitive plant and animal species. Future development in East Palo Alto potentially affecting wildlife habitat will be subject to the regulations of both departments.

Integrated Waste Management Plan	The California Integrated Waste Management Act (Assembly Bill 939) changed the focus of solid waste management from landfill to diversion strategies such as source reduction, recycling and composting. The purpose of the diversion strategies is to reduce
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dependence on landfills for solid waste disposal. AB 939 establishes mandatory diversion goals of 25 percent by 1995 and 50 percent by 2000. The County has prepared the Integrated Waste Management Plan (IWMP) and each city must prepare a Source Reduction Recycling Element (SRRE) which becomes a component of the IWMP.

**National
Pollutant
Discharge
Elimination
System**

Under the NPDES Stormwater Permit issued to San Mateo County and the City of East Palo Alto as a co-permittee, all development and significant redevelopment must be implemented with run-off pollution control measures known as Best Management Practices (BMPs). Proposed development projects (public and private) within East Palo Alto must incorporate structural and non-structural BMPs to preclude significant water quality impacts from non-point source pollutants.

**Bay Area
Clean Air Plan**

The Bay Area Air Quality Management District (AQMD) is a regulatory body responsible for improving air quality in the Bay Area. The Bay Area 1991 Clean Air Plan (CAP) is required by the 1988 California Clean Air Act. Prepared by AQMD in cooperation with the Metropolitan Transportation Commission (MTC) and ABAG, its main objective is to attain state air quality standards for ozone and carbon monoxide. The plan includes a specific measure which urges cities and counties to formulate and adopt local air quality elements, or the equivalent, in their general plans (*Air quality is addressed in the Land Use, Circulation, Economic Development, Housing, and Conservation and Open Space Elements of the East Palo Alto*

General Plan).

**San Mateo
County
General Plan**

The San Mateo County General Plan includes an inventory of the County-wide resources such as: a) vegetable, water, fish and wildlife resources; b) historical and archaeological resources; and c) parks and recreation resources. The Plan also includes goals, policies and programs for development, management, preservation and conservation of the County resources. This element provides sources of regional information affecting East Palo Alto.

*Relationship to Other General
Plan Elements*

The Conservation and Open Space Element must be consistent with the other General Plan elements and all elements of the General Plan are interrelated to a degree. Certain goals and policies of each element may also address issues that are the primary subjects of other elements. The integration of overlapping issues throughout the General Plan elements provides a strong basis for the implementation of plans and programs, and achievement of community goals. The Conservation and Open Space Element relates most closely to the Land Use, Safety, Noise and Circulation Elements.

The Land Use Element provides a planned land use pattern with the following specific designations: Resource Management and Community Open Space Conservation. These community designations are applied to public and private land that is intended for open

space and recreational uses. The designations are also applied to areas with high resource and aesthetic value for preservation purposes.

Natural resource conditions are also considered in the Safety Element. Policy in the Safety Element minimizes potential hazards from geologic and floodway conditions. Emergency preparedness requires public education and involvement which overlaps with the human resource goals identified in the Conservation and Open Space Element.

Air quality, a major regional concern, is specifically addressed in the Conservation and Open Space Element and other elements. Local efforts to improve air quality will involve improvements to the local street system to maintain efficient traffic flow, increased use of alternative transportation modes, the creation of new jobs in East Palo Alto to improve the jobs-to-housing balance, and continued coordination with other jurisdictions to implement regional programs. Policies and plans in the Land Use, Housing, Economic Development, and Circulation Elements support the achievement of these air quality strategies.

East Palo Alto possesses valuable assets in the form of its natural open space and improved parklands. Conservation and enhancement of these assets can be accomplished by addressing certain issues affecting the City.

Eight major issues are addressed by the goals, policies and plan of the Conservation and Open Space Element. These major issues include: 1) preserving cultural resources; 2) enhancing natural resources; 3) reducing solid waste generated in the community; 4) improving air quality; 5) utilizing human resources; 6) improving open space and recreational opportunities; 7) promoting economic use of open space; and 8) providing greater access to open space and recreational areas. Each issue and the related goals and policies are included in the following section of the Element.

Cultural Resources

Conservation/Open Space Issue 1: Desire to preserve historic, archaeologic and paleontologic resources.

East Palo Alto includes a number of important cultural resources and potential resource areas that should be conserved to provide a link to the community's history and heritage. Areas such as Cooley Landing and the Weeks agricultural colony are examples of such resources. Conservation of these resources and investigation of potential resource areas represents an important undertaking for connection with the community's past.

Conservation/Open Space Goal 1.0: Identify and conserve important historic, archaeologic and paleontologic resources.

Policy 1.1: Protect areas of important archaeologic and paleontologic resources.

Policy 1.2: Protect and conserve buildings or sites of historic significance.

Natural Resources

Conservation/Open Space Issue 2: Desire to preserve and enhance natural open space, resources and features, such as water, plant and animal habitats, large trees, and soils.

Many important natural features, such as the baylands, San Francisquito Creek, and the shoreline are a part of the East Palo Alto community. These resources provide visual changes in the urban environment that create interest, and are landmarks that communicate a sense of place and location in the community. These resources need to be preserved and enhanced to maintain the natural physical and visual quality of East Palo Alto.

Conservation/Open Space Goal 2.0: Preserve and enhance important natural resources and features.

Policy 2.1: Conserve, protect and maintain important natural plant and animal communities, such as the baylands, Cooley Landing, San Francisquito Creek, the shoreline and significant tree stands.

Policy 2.2: Conserve and protect important watershed areas and soils through appropriate site planning and grading techniques, revegetation and soil management practices, and other resource management techniques.

Policy 2.3: Preserve existing and increase the number of trees within the community.

Policy 2.4: Maximize enjoyment and promotion of natural resource areas, such as the baylands, Cooley Landing, San Francisco Creek, and the shoreline.

Solid Waste

Conservation/Open Space Issue 3: Need to reduce amounts of solid waste.

To maintain the long-term quality of life in East Palo Alto, the community must manage the generation, use and disposal of solid waste. Recycling, reuse and reduction of solid waste can dramatically reduce the amount of material that will otherwise use expensive land fill space.

Conservation/Open Space Goal 3.0: Reduce per capita volume of solid waste.

Policy 3.1: Reduce the per capita production of solid waste in East Palo Alto in concert with San Mateo County source reduction and recycling plans.

Air Quality

Conservation/Open Space Issue 4: Need to improve air quality.

Air quality in the Bay Area does not presently meet state and federal standards. Cooperation among all agencies in the area is necessary to achieve desired improvements to air quality. East Palo Alto can participate and contribute its share in those efforts by proper planning for land use and transportation.

Conservation/Open Space Goal 4.0: Improve air quality.

Policy 4.1: Cooperate with the Bay Area Association of Governments and the Bay Area Air Quality Management District in their efforts to implement the regional Air Quality Management Plan.

Policy 4.2: Cooperate and participate in regional air quality management planning, programs and enforcement measures.

Policy 4.3: Implement land use and economic development policies aimed at achieving a greater balance between jobs and housing in East Palo Alto.

Human Resources

Conservation/Open Space Issue 5: Desire to utilize human resources.

East Palo Alto has many community and business groups which represent important resources for accomplishing long-term community improvements. These groups are sources of volunteer leaders and workers who have a distinct understanding of their neighborhoods and areas. These important human resources should be used to achieve community goals and improvements.

Conservation/Open Space Goal 5.0: Utilize human resources to improve the community.

Policy 5.1: Solicit citizen participation in the early stages of major public or private development projects and regulatory programs.

Policy 5.2: Utilize community groups and business groups as sources of individual volunteers for important appointed positions on City commissions, boards and task forces.

Policy 5.3: Communicate important City information to the population of East Palo Alto through newsletters, information brochures, public broadcasting, cable television programming and announcements, the Internet and other methods.

Recreation

Conservation/Open Space Issue 6: Need adequate open space and recreational opportunities within areas of new and existing development.

Open space and recreational opportunities are important components of urban living. As new development is proposed in East Palo Alto, open space and recreational opportunities need to be provided to maintain quality of life in the community. In older areas of the community, existing open space and recreation facilities should be improved to meet continuing need.

Conservation/Open Space Goal 6.0: Provide adequate open space and recreational opportunities.

Policy 6.1: Promote the development and maintenance of a balanced system of public

and private recreational lands, facilities and programs to meet the needs of the community.

Policy 6.2: Provide parkland improvements that are durable and economical to maintain.

Policy 6.3: Maximize the utility of existing parks, recreational facilities and open space within East Palo Alto.

Economic Use of Open Space

Conservation/Open Space Issue 7: Desire to promote economic use of open space - nurseries, horticulture, community gardens.

The community includes a variety of open space land that offers opportunities for economic, as well as recreational use. Horticulture, nurseries and community gardens can maintain the visual quality of open space within the community while offering economic return.

Conservation/Open Space Goal 7.0: Promote economic use of open space.

Policy 7.1: Promote the economic use of privately owned land for horticulture, nurseries, community gardens and other uses that maintain land as open space.

Greater Access to Open Space

Conservation/Open Space Issue 8: Desire greater access to open space and recreational resources.

Open space and recreational resources access is an important aspect of the quality of life in

urban areas. Greater access can be provided through joint use agreements with other public owners of open space and recreational lands. Physical access to specific sites can also be improved to promote greater use. The accessibility of these areas needs to be improved as an enhancement to quality of life for the broad community.

Conservation/Open Space Goal 8.0: Improve access to open space and recreation resources.

Policy 8.1: Create joint use agreements with school districts, water districts and other public agencies to allow greater access to open space and recreational lands.

Policy 8.2: Provide physical improvements, such as parking lots, sidewalks, trails, access points or other facilities that promote greater use of recreation and open space lands and the bay.

Related Goals and Policies

The goals and policies described in the Conservation and Open Space Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from the other elements directly or indirectly support the goals and policies of the Land Use Element. These supporting goals and policies are identified in Table COS-1.

Table COS-1
Conservation and Open Space
Related Goals and Policies by Element

Conservation and Open Space Issue Area	Related Goals and Policies by Element						Housing
	Land Use	Circulation	Conservation and Open Space	Noise	Safety	Economic Development	
Cultural Resources						8.1, 8.2, 9.2	
Natural Resources	3.2					2.2, 8.1, 8.2	
Solid Waste							
Air Quality	1.3, 3.2	1.1, 1.2, 2.1, 2.2, 3.1, 3.2, 3.3, 5.1, 5.2				8.1	
Human Resources	1.4, 2.2, 3.2						
Recreation	2.1, 3.2, 4.1			1.1			
Economic Use of Open Space	1.1, 1.3					2.2, 3.1, 8.2, 9.2	
Greater Access	2.1, 2.2, 4.1, 4.2	2.1, 2.2, 3.2, 3.3, 4.1, 4.2				9.1, 9.2	

A distinct combination of physical setting on San Francisco Bay, agricultural and Bay-related heritage, and natural open space provide identity for East Palo Alto. The Conservation and Open Space Plan establishes an approach to utilize these assets by conserving environmental quality and developing recreational opportunities. The Plan addresses the conservation and open space issues identified in the previous section. The related goals and policies serve as the basis of the Plan and are supported by approaches to protect and enhance natural areas, historic sites and the community's human resources, as well as methods to obtain new parkland. The Conservation and Open Space Implementation Program, is an extension of this Plan and contains specific programs to achieve environmental and recreational goals.

Cultural Resources

A number of important cultural resources and potential resource areas lie within and near East Palo Alto. Recognition and conservation of such resources provide a strong connection with the community's history and heritage. Examples of these cultural resources are illustrated on Figure COS-1 *Historical Sites* and include: Cooley's Landing/Port of Ravenswood (1849-1870) and the County Dump (1930s); the Brick Factory (1874); the Charles Weeks Poultry Colony (1916); the Ohlone Artifact Site (1950s); and the Dumbarton Bridges (1927).

Creating a strong link with the community's past can occur through conserving and investigating these resources and potential

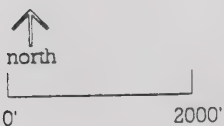
resource areas. The California Environmental Quality Act (CEQA) and its Guidelines provide an environmental review process calling for assessment of public and private development proposals for impacts to cultural resources, including historic, archaeological and paleontologic sites. Where development will create impacts to significant resources, the CEQA Guidelines describe specific actions to preserve or record the existence of these resources before development is approved.

Natural Resources

The East Palo Alto area includes many important natural features, such as the Baylands, San Francisquito Creek, and the shoreline. The natural features act as landmarks establishing a strong sense of place and location within the community.

Although these natural features provide strong definition to the physical space within the City, they are also sensitive to urban development. As depicted in Figure COS-2 *Sensitive Habitats* and Figure COS-3 *Water Resources*, areas such as salt ponds, wetlands and riparian corridors are the locations for many sensitive plant and animal species. In particular, these areas offer suitable habitat for many species of birds that are susceptible to changes in the quality and amount of water.

Properly planned urban development can avoid impacts to sensitive habitats. In particular, control of surface water runoff from urban development can maintain the quality of water needed by both plant and

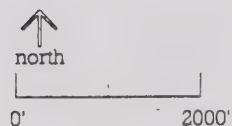


SOURCE: City of East Palo Alto

Figure COS-1
Historical Sites



-  Salt Pond
-  Wetland
-  Riparian Corridor



SOURCE: San Mateo County General Plan

Figure COS-2
Sensitive Habitats



Wetland

Stream

Note: The entire city is a groundwater basin.



north

0' 2000'

East Palo Alto



General Plan

SOURCE: San Mateo County General Plan

Figure COS-3
Water Resources

animal species in these habitats. Although access to these areas is necessary for passive recreational activities, limitation on the extent and location of access can promote sustainable habitats.

Within the urbanized areas of East Palo Alto, many mature trees exist. These trees provide important sources of shade and cooling during the summer, improve local air quality through their natural processes, and are a source of beauty and locational recognition with the community.

These important natural resources, including sensitive natural habitats and large trees, will be preserved and enhanced to maintain a desired physical and visual quality within the community. Proposals for public and private development will be assessed through the environmental review process (CEQA) to identify impacts to natural resources prior to City approval. Where impacts to these resources are considered significant, mitigation will be required to avoid or reduce such effects.

Solid Waste

Long-term quality of life in the Bay Area requires management of the generation, use and disposal of solid waste by all communities. Solid waste management has become an important resource issue because landfill space is dwindling and recycling technology has improved. Siting new landfills is increasingly difficult due to environmental, economic and political considerations. As required by the Integrated Waste Management Act (AB 939), the City has drafted a Source Reduction and Recycling Element (SRRE).

Adoption and implementation of the SRRE

will reduce the amount of solid waste entering landfills. AB 939 calls for a 25 percent reduction in the solid waste stream by 1995 and a 50 percent reduction by 2000. The reductions will be achieved through recycling and composting solid waste and reducing the total amount of waste produced. Implementation of the SRRE will result in other environmental benefits in addition to reducing landfill capacity impacts. For example, recycling reduces the amount of raw resources and energy used to construct new containers.

Anticipated regional growth will require the future expansion of landfills even with the implementation of AB 939. The City will support regional efforts to study expansion of existing landfills and find sites for new landfills.

Air Quality

Federal and state standards for air quality are not presently attained in the Bay Area. Necessary improvements in air quality require the cooperation of all agencies in the region. The Bay Area Clean Air Plan (CAP) is the "blueprint" for cleaner air and its primary goal is to reduce the number of trips and vehicle miles Bay Area residents travel in single-occupant vehicles.

To achieve this goal, the CAP includes a variety of transportation control measures (TCMs) intended to improve alternatives to driving alone, such as expanded rail, bus and ferry services, car pool facilities, and bicycle lanes and sidewalks. Also included in the CAP are local land use measures designed to complement TCMs. These include development of land use patterns that promote walking, bicycling, carpooling and transit use.

As a supplement to the CAP, the Association of Bay Area Governments (ABAG) and the Bay Area Air Quality Management District (AQMD) have prepared *Improving Air Quality Through Local Plans and Programs: A Guidebook for City and County Governments*. This guidebook includes suggestions for a range of policies and techniques that can be selectively applied by individual communities to support the CAP.

To address air quality and support the CAP, East Palo Alto has incorporated the following measures in its General Plan Land Use, Circulation, Housing, and Economic Development Elements, as well as the Conservation and Open Space Element:

- Allow mixed uses (commercial, office and residential) in its General Commercial, Neighborhood Commercial and Office land use designations.
- Promote infill development in areas where higher density housing already exists, adjacent to commercial or industrial land uses, and in areas served by public transit.
- Provide pathways linking residential, commercial and employment uses.
- Promote a balance between jobs and housing within the community.
- Locate new air pollution point sources, such as manufacturing facilities at appropriate distances away from residential areas.
- Use 20% housing set-aside for redevelopment tax increment for affordable housing.
- Recruit low- or non-polluting industries for economic restructuring and job training programs.
- Encourage employers to hire workers from within the community.
- Establish solid waste recycling programs.
- Coordinate intercity pedestrian and bicycle trails.
- Implement the traffic and air-pollution reduction measures included in the Countywide congestion management program (CMP).
- Provide a bicycle and pedestrian circulation system as an alternative to vehicular transportation.
- Seek funding to implement a "Smart Shuttle" system that promotes public transit use.
- Participate with neighboring jurisdictions in subregional planning activities to improve air quality.
- Utilize the provisions of the AQMD *Air Quality and Urban Development: Guidelines for Assessing Impacts of Project and Plans* into development project review procedures.

Human Resources

Although not a required component of a General Plan, a City's human resources may be one of its most valuable assets. Many community and business groups exist in East Palo Alto and these groups represent important resources for accomplishing long-term community improvements. Volunteer leaders and workers from such groups can often provide a neighborhood perspective that is essential in the formulation of public policy

at the local level.

To make use of these human resources, East Palo Alto will actively solicit citizen input as a component of major public or private development projects and regulatory programs. To be most effective, this input will be sought during the early stages of such projects.

East Palo Alto has a number of positions on City commissions, boards, committees and task forces that are filled by City Council appointment. The City will develop and utilize a list of community groups, business groups, and interested individuals as a primary source for appointed positions within the formal City structure.

With improvements in communications technology, a strategy to take advantage of various media opportunities will be developed. These opportunities include newsletters, information brochures, cable television programming, radio and newspaper announcements, and the Internet. Such methods will provide a greater understanding of significant governmental decisions made in East Palo Alto.

Recreation

Open space and recreational opportunities are important aspects of life in urban areas. East Palo Alto has substantial open space with its Baylands, shoreline and San Francisquito Creek areas; however, City parklands and other open space are in need of improvement to adequately serve the community's population. Particularly, as new development occurs and the population increases, the City will be seeking to maximize the value and benefit derived from land devoted to

recreational use.

City Parks

Figure COS-4 *Open Space and Recreation System* illustrates existing City parks, planned parks and existing public schools. Existing City parks include:

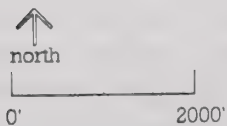
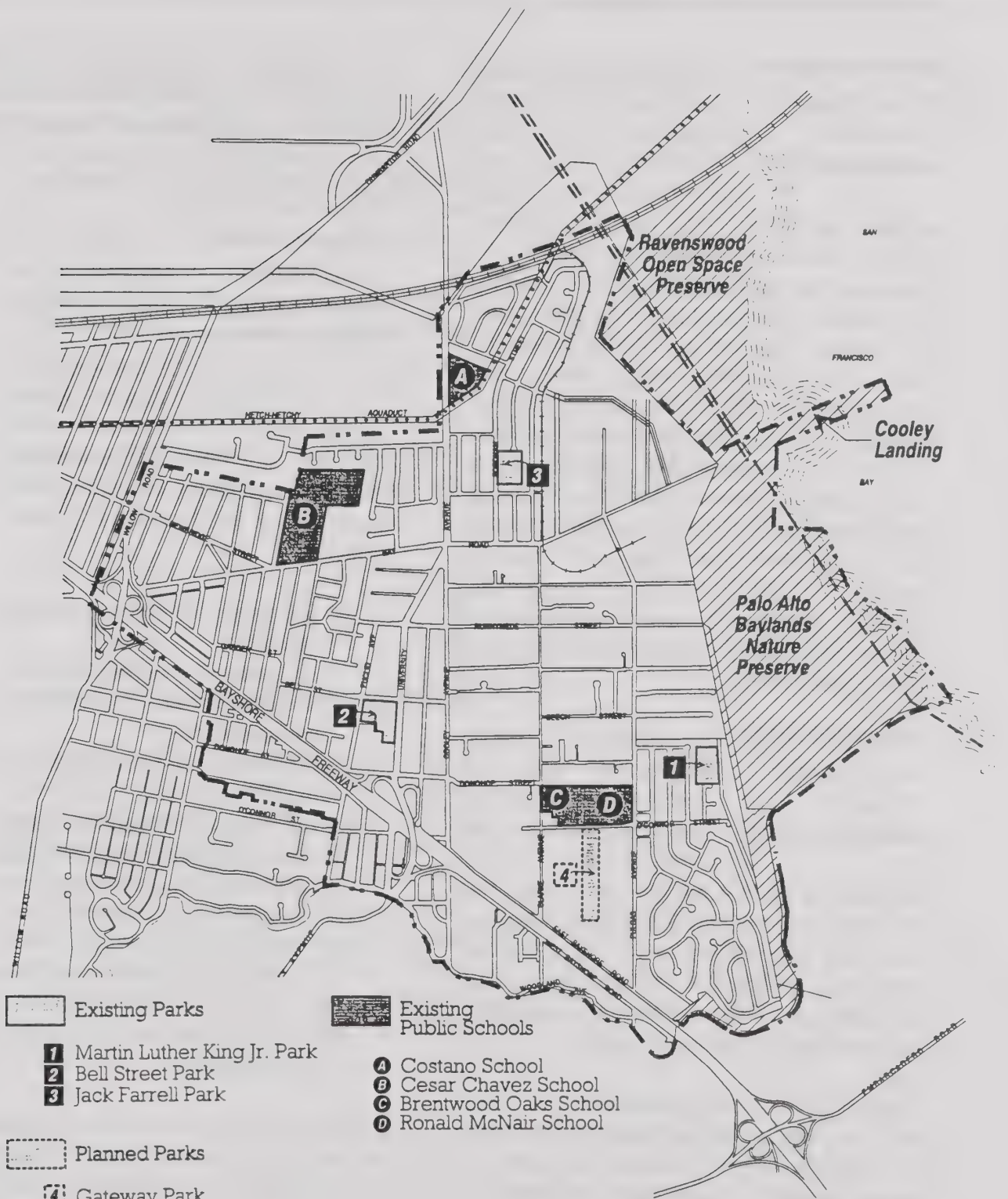
- Jack Farrell Park (a 5.5 acre park located on the east side of University Avenue in the University Village neighborhood);
- Bell Street Park (a 5.0 acre located on the west side of University Avenue in the University/Bay Corridor neighborhood); and
- Martin Luther King Jr. Park (a 3.5 acre park located east of Pulgas Avenue next to the Palo Alto Baylands Nature Preserve in the Gardens/Gateway III neighborhood).

These three parks represent the active recreation facilities owned and operated by the City.

Planned City parkland includes the:

- Gateway Park located on the south side of O'Connor Street in the Gateway III/Gardens neighborhood).

The Ravenswood School District owns approximately 37 acres of land on four school sites within the East Palo Alto (Costano School, Cesar Chavez School, Brentwood Oaks Schools, and Ronald McNair School). Most of that property includes open space and recreational facilities.



SOURCE: City of East Palo Alto

Figure COS-4
Open Space and
Recreation System

**Open Space
Preserves**

Open space preserves in East Palo Alto and its surrounding area are located along San Francisco Bay, and include the Palo Alto Baylands Nature Preserve which dominates the frontage of San Francisco Bay south of Cooley's Landing. This Preserve is owned and managed by the City of Palo Alto, and has limited access for hiking, bird watching, nature study, and cycling on established trails. Preservation of wetland habitat and wildlife populations have priority in the management strategy of the area. A second preserve is the Ravenswood Open Space Preserve, located primarily within the City of Menlo Park, north of Cooley's Landing. Similar use and management restrictions apply to this area which is owned and operated by the Midpeninsula Regional Open Space District.

**Recreational
Trails**

Recreational trails within the East Palo Alto area include the San Francisco Bay Trail and the San Francisquito Creek Trail and Greenway. The Bay Trail is planned to encircle San Francisco Bay with a multi-use trail. The trail in depicted in Figure C-5 *Bikeway Plan* of the Circulation Element and has been improved for a portion of its planned length.

Forming the boundary between East Palo Alto and Palo Alto is the San Francisquito Creek. The Friends of San Francisquito Creek, a private nonprofit organization, promotes the restoration of the riparian habitat and return of historic flows throughout the waterway. Some short unimproved trail segments created by human use exist with the creek, but this corridor represents an important opportunity for a trail and greenway that could connect the Baylands north of Highway 101 with the East Palo Alto neighborhoods south of Highway

101. The creation and enhancement of a trail along the Creek may require the acquisition of some private land along its course to provide adequate width for improvements that will not interfere with the natural watercourse.

**Recreational
Opportunities**

In 1995, a report entitled *East Palo Alto Parks, Recreation and Open Space Recommendations* (The Trust for Public Land, Sokale/Landry Collaborative, GORP, and Heru Hall) identified a number of opportunities and recommendations for expanding recreational opportunities in East Palo Alto. These included:

- a) Joint use of City and school district facilities;
- b) Additional neighborhood park development in the Weeks neighborhood;
- c) Pocket-park development throughout the City;
- d) Commercial recreation ventures;
- e) Improvements to existing City parks;
- f) Trail and greenway development along San Francisquito Creek;
- g) Use of Hetch-Hetchy right-of-way for access from the Costano School and the San Francisco Bay Trail; and
- h) An integrated trail system throughout the community.

Such recommendations will be considered for inclusion in an overall City Recreation Plan that focuses on prioritizing and funding for desired recreational improvements. Where appropriate, the City will utilize options for parkland acquisition, such as development fees, open space easements, leaseholds, and land donations to acquire additional needed land. The City will also continue to provide recreational facilities and programs to meet the needs of East Palo Alto residents.

Economic Use of Open Space

In addition to its recreational land, East Palo Alto also includes open space land that offers opportunities for economic use. In particular, the Weeks and Gardens/Gateway III neighborhoods offer parcels where nurseries, horticulture, and community gardens can continue to exist among other more urban land uses. The City will allow the establishment and continuation of these open space activities that offer economic return, while ensuring that surrounding land uses are planned for compatible uses.

Greater Access to Open Space

Creating greater access to open space is a means of expanding recreational opportunities within East Palo Alto. Greater access will be provided by seeking joint use agreements with other public owners of open space and recreational lands, such as the Ravenswood School District. The City will also expand and improve the physical access points to recreational lands through signage, improved bicycle and pedestrian linkages, and other forms of access improvement.

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The Noise Element addresses public quality of life and land use compatibility issues. High noise levels can cause stress and irritation and must be controlled to preserve community quality. Developing effective strategies to reduce excessive noise is essential for a safe and harmonious living and working environment.

Purpose of the Noise Element

The Noise Element is a comprehensive program to identify and temper environmental factors that create excessive noise. Noise is a key factor in the quality of life in a community. The Noise Element contains policies and programs to regulate existing and proposed development located in areas subject to noise. Guidelines are established to ensure that noise-generating uses will be separated from uses where quiet conditions are valued.

Scope and Content of the Noise Element

The Noise Element complies with the requirements for the General Plan public safety element mandated in Government Code Section 65302(f).

The element also complies with the revised state guidelines for the General Plan noise element mandated by the State of California Health and Safety Code Section 56050.1. This noise information serves as the basis to

develop guidelines for compatible land uses.

The Noise Element is comprised of three sections: 1) Introduction; 2) Issues, Goals and Policies; and 3) the Noise Plan. In the Issues, Goals and Policies section, major issues pertaining to noise sources are identified, and related goals and policies are established. The goals are overall statements of the City's desires and are comprised of broad statements of purpose and direction. The policies serve as guides for reducing or avoiding adverse noise effects on residents. The Plan explains how the goals and policies will be achieved and implemented. Specific implementation programs for the Noise Element are contained in the General Plan Implementation Program (Appendix A).

Related Plans and Programs

There are a number of existing plans and programs that directly relate to the goals of the Noise Element. These plans and programs have been enacted through state and local legislation and are administered by agencies with powers to enforce state and local laws.

California Environmental Quality Act (CEQA) and Guidelines

The California Environmental Quality Act was adopted by the state legislature in response to a public mandate for a thorough environmental analysis of projects that might affect the environment. The provisions of the law, review procedure and any subsequent analysis are described in the CEQA Law and

Guidelines as amended in 1993. Excessive noise is recognized as an environmental impact under CEQA. Continued implementation of CEQA will ensure that City officials and the general public assess and mitigate potentially significant noise impacts from private and public development projects.

**California
Noise
Insulation
Standards
(Title 24)**

The California Commission of Housing and Community Development officially adopted noise insulation standards in 1974. In 1988, the Building Standards Commission approved revisions to the standards (Title 24, Part 2, California Code of Regulations). As revised, Title 24 establishes an interior noise standard of 45 dB for residential space (CNEL for Ldn). Acoustical studies must be prepared for residential structures to be located with noise contours of 60 dB or greater (CNEL or Ldn) from freeways, expressways, parkways, major streets, thoroughfares, rail lines, rapid transit lines, or industrial noise sources. The studies must demonstrate that the building is designed to reduce interior noise to 45 dB or lower (CNEL or Ldn). New residential structures constructed in the Planning Area are subject to Title 24 standards.

**Airport Land
Use Plan
(AELUP)**

The Airport Land Use Commission (ALUP) for San Mateo County has responsibility under state law for formulating a comprehensive land use plan for the anticipated growth of each public airport and its surrounding vicinity. The San Mateo County ALUC adopted the Airport Land Use Plan governing the Palo Alto Municipal Airport and other airports in the county. The purpose of the ALUP is to safeguard the general welfare of the population within the vicinity of airports and to ensure the continued operation of the airports. The ALUP provides

a basis for reviewing proposed development projects within areas impacted by airport noise. Building height and intensity restrictions are established by the ALUP for development in the defined Accident Potential Zone.

General Plans for cities subject to the ALUP must be consistent with the Plan. Three issue areas in the ALUP are addressed in the East Palo Alto General Plan: noise, safety and building height. The Safety Element of the General Plan addresses safety, the Noise Element addresses noise, and the Land Use Element addresses building height and the distribution of land use compatible with noise and safety hazards.

**San Mateo
County
General Plan
Man-Made
Hazards
Element**

The San Mateo County General Plan Element provides parameters for compatibility of noise and various land uses, and the location of new development. Noise reduction techniques are described as a means of reducing noise at its source. Other measures to protect sensitive noise receptors are also described.

*Relationship to Other General
Plan Elements*

The Noise Element must be consistent with the other General Plan elements. Each element is independent and all the elements comprise the General Plan. All elements of the General Plan are interrelated to a degree and certain goals and policies of each element may also address issues that are primary subjects of other elements. The integration of overlapping issues throughout the General Plan elements provides a strong basis for

implementation of plans and programs and achievement of community goals. The Noise Element relates most closely to the Land Use and Circulation Elements.

Policies and plans in the Noise Element are designed to protect existing and planned land uses identified in the Land Use Element from excessive noise. Potential noise sources are identified in the Noise Element, and the programs are established to avoid or mitigate noise impacts from planned development. Concurrently, the Land Use Element contains policy to ensure that environmental conditions, including noise, are considered in all land use decisions. The distribution of residential and other sensitive land uses on the Land Use Policy Map is designed to avoid areas where noisy conditions have been identified.

The Noise Element is inextricably linked to the transportation policies in the Circulation Element. Transportation noise is largely responsible for excessive noise levels in certain locations in urban environments. The projected noise distribution identified in the Noise Element directly corresponds to the Circulation Plan. Both the Noise and Circulation Elements contained policies and plans to minimize the effects of transportation noise on existing and planned land uses. Noise exposure will be a key consideration when locating and designing new arterials.

The Noise Element also relates to the Conservation and Open Space Element. Excessive noise can diminish enjoyment of parks and open space, and noise information should be considered in planning new recreational areas. Open space areas can be used to buffer noise sensitive land uses from noise producers.

Human activities in the community create noise that can affect overall quality of life. East Palo Alto will be protected from excessive noise through the Noise Element.

Two major issues are addressed by the goals, policies and plan of the Noise Element. These major issues include: 1) avoiding noise impacts through proper planning and correction of noise problems; and 2) minimizing the effects of transportation-related and non-transportation-related noise. Each issue and the related goals and policies are included in the following section of the Element.

Noise and Land Use Planning

Noise Issue 1: Desire to avoid effects of noise through proper planning and correction of noise problems.

Certain areas within East Palo Alto are subject to high noise levels. Consideration of the sources and recipients of noise early in the land use planning process can be an effective method of minimizing the impact of noise on population in the community. Areas already impacted by noise need to have noise reduced through rehabilitation of buildings.

Noise Goal 1.0: Minimize the effects of noise through proper land use planning.

Policy 1.1: Utilize noise/land use compatibility standards as a guide for future planning and development decisions.

Policy 1.2: Provide noise control measures,

such as berms, walls, and sound attenuating construction in areas of new construction or rehabilitation.

Transportation and Other Noise

Noise Issue 2: Desire to minimize the effects of transportation-related and non-transportation-related noise.

Transportation noise is a primary factor affecting the overall quality of life in East Palo Alto. Reduction in transportation-related noise is necessary to deal with the detrimental effects attributable to excessive noise.

Noise sources that are not directly related to transportation include construction noise, manufacturing noise, and property maintenance activities. Such noise sources should be controlled to minimize exposure to excessive noise levels.

Noise Goal 2.0: Minimize transportation- and non-transportation-related noise impacts.

Policy 2.1: Reduce transportation-related noise impact to sensitive land uses.

Policy 2.2: Reduce the impacts of noise-producing land uses and activities on noise-sensitive land uses.

Related Goals and Policies

The goals and policies described in the Noise Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from the other elements directly or indirectly support the goals and policies of the Land Use Element. These supporting goals and policies are identified in Table N-1.

Table N-1
Noise
Related Goals and Policies by Element

Noise Issue Area	Related Goals and Policies by Element						Housing
	Land Use	Circulation	Conservation and Open Space	Noise	Safety	Economic Development	
Noise and Land Use Planning	2.2, 3.2		2.1, 2.2			8.1, 9.1	
Transportation and Other Noise		4.3					

East Palo Alto, like all urban areas, experiences human activities that generate noise which impacts the quality of life. The goals and policies of the Noise Element establish a desire to safeguard the community from excessive noise. The Noise Plan defines the overall approach for achieving this desire and generally outlines a course of action. The Noise Element Implementation Program is an extension of the Noise Plan and contains specific programs that the City will enact to protect community well-being.

Noise and Land Use Planning

Noise in East Palo Alto is the cumulative effect of noise from transportation activities and stationary sources. Transportation noise refers to noise from automobile use, trucking, airport operations and rail operations. Non-transportation noise typically refers to noise from stationary sources such as commercial establishments, machinery, air conditioning systems, compressors and landscape maintenance equipment. Regardless of the type of noise, the noise levels are highest near the source and decrease with distance. Noise is problematic when noise sensitive land uses are affected. Noise sensitive land uses, defined as activities that are interrupted by noise, include residences, schools, hospitals, religious meetings and recreation areas. Most noise impacts can be avoided when noise sources, sensitive land uses and information about the future noise environment are considered in land use planning and development decisions.

The noise environment for East Palo Alto can be described with noise contours based on the major noise sources. Noise contours define areas of equal noise exposure. Future noise contours have been estimated with information about existing and projected development and transportation activity. Figure N-1 shows the projected noise contours for East Palo Alto, while Figure N-2 isolates noise contours from aircraft activity at Palo Alto Municipal Airport.

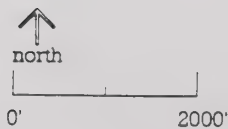
Noise Standards and Land Use Compatibility Guidelines

To ensure that noise producers do not adversely affect sensitive receptors, the City will use land use compatibility standards when making planning and development decisions. Table N-2 summarizes City noise standards for various types of land uses. The standards represent the maximum allowable noise level and will be used to determine noise impacts. The noise standards act as City policy for acceptable noise levels for development.

The noise standards are the basis for the development of land use compatibility guidelines, which are presented in a matrix in Table N-3. The primary purpose of the noise/land use matrix is to identify conflicts between proposed land uses and the existing and future noise environment. If the noise level of a project falls within Zone A or Zone B, the project is considered compatible with the noise environment. Zone A implies that no mitigation will be needed. Zone B implies



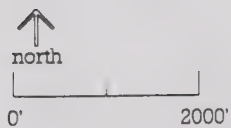
— CNEL Noise Contour



East Palo Alto
General Plan

SOURCE: Cotton/Beland/Associates, August 1997

Figure N-1
Future Noise Contours



East Palo Alto
General Plan

SOURCE: Santa Clara County ALUP, 1992

Figure N-2
Noise Contours from
Palo Alto Airport

Table N-2
Interior and Exterior Noise Standards

Land Use	Noise Standards ¹	
	Interior ^{2,3}	Exterior
Residential - Single family, multifamily, duplex, mobile home	CNEL 45 dB	CNEL 65 dB ⁴
Residential - Transient lodging, hotels, motels, nursing homes, hospitals	CNEL 45 dB	CNEL 65 dB ⁴
Private offices, church sanctuaries, libraries, board rooms, conference rooms, theaters, auditoriums, concert halls, meeting halls, etc.	Leq(12) 45 dB(A)	-
Schools	Leq(12) 45 dB(A)	Leq(12) 67 dB(A) ⁵
General offices, reception, clerical, etc.	Leq(12) 50 dB(A)	-
Bank lobby, retail store, restaurant, typing pool, etc.	Leq(12) 55 dB(A)	-
Manufacturing, kitchen, warehousing, etc.	Leq(12) 65 dB(A)	-
Parks, playgrounds	-	CNEL 65 dB ⁵
Golf courses, outdoor spectator sports, amusement parks	-	CNEL 70 dB ⁵

NOTES

1. CNEL: Community Noise Equivalent Level.
Leq(12): The A-weighted equivalent sound level averaged over a 12-hour period (usually the hours of operation).
2. Noise standard with windows closed. Mechanical ventilation shall be provided per UBC requirements to provide a habitable environment.
3. Indoor environment excluding bathrooms, toilets, closets and corridors.
4. Outdoor environment limited to rear yard of single family homes, multifamily patios and balconies (with a depth of 6' or more) and common recreation areas.
5. Outdoor environment limited to playground areas, picnic areas, and other areas of frequent human use.

Source: Title 24, California Code of Regulations

**Table N-3
Noise/Land Use Compatibility Matrix**

LAND USE CATEGORIES	COMMUNITY NOISE EQUIVALENT LEVEL CNEL						
	55	60	65	70	75	80	
Residential - Single Family, Multi-family, duplex	A	A	B	B	C		
Residential - Mobile homes	A	A	B	C	C		
Transient Lodging - Motels, Hotels	A	A	B	B	C	C	
Schools, Libraries, Churches, Hospitals, Nursing Homes	A	A	B	C	C		
Auditoriums, Concert Halls, Amphitheaters, Meeting Halls	B	B	C	C			
Sports Arenas, Outdoor Spectator Sport, Amusement Parks	A	A	A	B	B		
Playgrounds, Neighborhood Parks	A	A	A	B	C		
Golf Courses, Riding Stables, Cemeteries	A	A	A	A	B	C	C
Office and Professional Buildings	A	A	A	B	B	C	
Commercial Retail, Banks, Restaurants, Theaters	A	A	A	A	B	B	C
Industrial, Manufacturing, Utilities, Wholesale, Service Stations	A	A	A	A	B	B	B
Agriculture	A	A	A	A	A	A	A

Zone A - Clearly Compatible - Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction without any special noise insulation requirements.

Zone B - Conditionally Acceptable - New construction or development should be undertaken only after detailed analysis of the noise reduction requirement is made and needed noise insulation features in the design are determined. Conventional construction, with closed windows and fresh air supply systems or air conditioning, will normally suffice.

Zone C - Normally Incompatible - New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of noise reduction requirements must be made and needed noise insulation features included in the design.

Note: Shaded areas indicate new construction or development should generally not be undertaken.

Source: J.J. Van Houten & Associates/California Office of Noise Control

that minor soundproofing of the structure may be needed to meet the City noise standards.

The project proponent will be required to demonstrate that the noise standards will be met prior to project approval.

If the noise level of a project falls within Zone C, substantial noise mitigation will be necessary to meet the noise standards. Mitigation may involve construction of noise barriers and substantial building sound insulation. However, projects in Zone C can be successfully mitigated. The project proponent must demonstrate that the noise standards will be met prior to issuance of a building permit. If the noise levels falls outside of Zones A, B and C, the project is considered clearly incompatible with the noise environment and should not be approved.

The City Community Development Department will act as the noise control coordinator. This delegation of responsibility will allow consistent and continued enforcement of the established noise standards.

Noise Impact Areas

The noise contours will be used as a guide for land use and development decisions. The 60 dB CNEL defines Noise Impact Areas. When noise-sensitive land uses are proposed within the 60 dB CNEL or greater contour, an acoustical analysis must be prepared. For the project to be approved, the analysis must demonstrate that the project is designed to attenuate noise to meet the City noise standards, as defined in Table N-2. If the project is not designed to meet the noise standards, mitigation measures can be recommended in the analysis. If the analysis demonstrates that the noise standards can be met with implementation of the

mitigation measures, the project can be approved with the mitigation measures required as conditions of project approval.

Construction Standards

The provisions of the state Noise Insulation Standards (Title 24) will be enforced in East Palo Alto. Title 24 specifies that combined indoor noise for multi-family living spaces shall not exceed 45 dB CNEL. This standard must be implemented when the outdoor noise level exceeds 60 dB CNEL. The noise contour map (Figure N-1) can be used to determine when to implement the standard. Title 24 requires that the standard be applied to all new hotels, motels, apartment houses and multi-family projects.

Development Constraints from Aircraft Noise

As illustrated in Figure N-2, the easterly portion of the City is subject to noise of 60 dB from aircraft operations at Palo Alto Municipal Airport. The Airport Land Use Plan (ALUP) provides development standards to minimize impacts from aircraft noise. To conform with the ALUP and the City noise standards in Table N-2, the City has designated land within the 60 dB contour for non-residential uses such as industrial and commercial uses. Figure LU-1, *Land Use Policy Map*, in the Land Use Element graphically depicts the planned non-residential uses in areas impacted by aircraft noise. Implementation of the land use designations prevent new noise sensitive residential uses from being constructed in areas with excessive aircraft noise.

Transportation and Other Noise

Noise from transportation activity is the primary component of the noise environment in East Palo Alto. Transportation noise is related to the transportation corridors that traverse the city, (such as Highway 101, major arterials and collector roadways, Southern Pacific rail lines and the flight path of Palo Alto Municipal Airport. The most efficient and effective means of controlling noise from transportation systems is to reduce the noise at the source.

The City has little direct control over noise produced by transportation sources because state and federal noise regulations preempt local regulations. The state regulates motor vehicle noise and the federal government regulates aircraft noise. Because East Palo Alto cannot control noise at the source, City noise programs focus on reducing the impact of transportation noise on the community. Cost effective strategies to control noise impacts are an essential component of this element.

The most effective method for mitigating transportation noise impacts on the community is by utilizing the site design review process and CEQA. During these stages of the development process, potential impacts from transportation noise will be identified and mitigation measures will be required as needed to meet City noise standards. Site planning, landscaping, topography and the design and construction of noise barriers (walls, berms or combination of walls/berms) are the most common method of alleviating traffic and train noise impacts. Setbacks and buffers can also be used to achieve small noise reductions.

Noise attenuating barriers are commonly incorporated into projects and can be extremely effective in reducing noise levels. The effectiveness of the barrier depends on the relative height and materials of the barrier, the noise source, the affected area, the horizontal distance between the source and the barrier, and the horizontal distance between the barrier and affected area. Although noise barriers can be extremely effective, the aesthetic effect of barriers on neighborhoods should be considered.

Noise barriers should be included in the design of roadway, freeway and rail improvements. The City will support efforts by Caltrans and other transportation providers to provide acoustical protection for noise-sensitive development. In addition, the City will request that barriers are constructed as part of freeway, roadway and rail improvement projects to mitigate significant noise impacts. In particular, Highway 101 is a prime candidate for barriers to protect the community from excessive transportation noise.

Although the City does not have jurisdiction over railroad operation, maintenance, and construction activities occurring within the rail line right-of-way, Southern Pacific will also be requested to construct noise barriers adjacent to existing unprotected residential areas near the rail line should commuter rail service be initiated.

Noise Control at the Source

The California Vehicle Code contains noise regulations pertaining to the operation of all vehicles on public roads.

These noise standards for cars, trucks and motorcycles will be enforced through coordination with the California Highway Patrol and other law enforcement agencies.

The City will also regulate traffic flow to enforce speed limits to reduce traffic noise. Truck and bus noise will be minimized by periodically evaluating and continually enforcing established routes to avoid noise impacts on sensitive receptors.

Other Noise Sources

Sensitive receptors must also be protected from excessive noise generated by non-transportation sources such as commercial and industrial centers, restaurants and bars, religious institutions and civic centers. Application of a City Noise Ordinance is the best means to control noise from existing noise sources. Noise generated by new development will be effectively controlled through the site design review process and CEQA, and compliance with the City noise standards. During these preliminary stages in the development process, potential noise impacts will be identified and mitigation measures can be imposed.

When reviewing proposed non-residential projects, noise generation and potential impacts to surrounding development will be considered. Acoustical analyses will be required for projects that will generate noise potentially affecting sensitive receptors. Where significant impacts are identified, mitigation measures will be required. The following mitigation measures could be applied when reviewing proposed projects:

- **Furnaces** - Acoustically treat natural draft and/or forced draft units and combustion air intake plenums. Insulation of firing walls and damped and lined ducting are but a few of the treatments that could be considered.
- **Fans** - Air cooled heat exchangers can be provided with silencers where effective (i.e., primarily on small, high-speed air fans). For larger coolers, quieter equipment can be installed.
- **Motors** - Quiet-design motors can be employed and located to minimize impacts on nearby properties.
- **Centrifugal Compressors** - Centrifugal compressors can be equipped with inlet and discharge silencers. Acoustical enclosures may also be considered.
- **Centrifugal Pumps** - Centrifugal pumps may be equipped with suction and discharge piping that has been acoustically treated. Acoustical enclosures may be considered.
- **Steam and Gas Generators** - Acoustical enclosures for turbines may be effective in reducing noise. Inlet and discharge piping may be acoustically treated and expansion joints added or comparable attenuative modifications made to minimize structure-borne vibrations.
- **Control Valves** - Quiet valves should be used whenever available. In other circumstances, in-line silencers can be employed.
- **Atmospheric Vents, Exhaust and Intakes** - Noise vents should be equipped with silencers. Where safety is not an overriding concern, vents should be positioned close to the ground or below grade.
- **Paging Systems** - Loudspeaker paging systems shall be regulated pursuant to the City's noise ordinance. Whenever possible suitable alternatives such as radio or visual paging systems should be utilized.

- ***Delivery/Loading Areas*** - Limit delivery hours for stores with loading areas or docks fronting, bordering, or gaining access in driveways next to noise sensitive uses.
- ***Operating Hours*** - Restrict operation hours at night to minimize impacts to adjacent residential uses.

In addition, all City departments must comply with state and federal OSHA noise standards. Any new equipment or vehicle purchased by the City will comply with local, state and federal noise standards.

**Noise
Ordinance**

The City will adopt a Noise Ordinance designed to protect people from non-transportation noise

sources such as music, construction activity, machinery and pumps, and air conditioners. Enforcement of the ordinance ensures that adjacent properties are not exposed to excessive noise from stationary sources. Enforcing the Noise Ordinance includes requiring construction activity to comply with established work schedule limits. The Noise Ordinance will not apply to railroad operation, maintenance and construction activities occurring with the Southern Pacific right-of-way or the permitted hours for such activities. The ordinance will also not apply to noise generated by aircraft activity at Palo Alto Municipal Airport. The ordinance will be reviewed periodically for adequacy and amended as needed to address community needs and development patterns.

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The Safety Element addresses public safety and quality of life issues. Natural events such as flooding and earthquakes can endanger property and human life while hazardous material use, crime and other human activities can impact community security. Residents can be protected from potential hazards by identifying threatening situations and taking steps to limit such situations in populated areas.

Purpose of the Safety Element

The Safety Element is a comprehensive program to identify and temper environmental factors that potentially threaten community health and safety. Public Safety is a key factor in the quality of life in a community. The Safety Element contains policies and programs to regulate existing and proposed development located in hazard-prone areas. Education of City staff and residents about emergency preparedness is also addressed.

Scope and Content of the Safety Element

The Safety Element complies with the requirements for the General Plan public safety element mandated in Government Code Section 65302(g). According to the state requirements, the safety element must address the following hazards if they pertain to East Palo Alto:

- Seismically induced conditions, including surface rupture, ground shaking, ground failure, tsunami and seiche;
- Slope instability leading to mudslides and landslides;
- Subsidence and other geologic hazards;
- Flooding;
- Wildland/urban interface fires; and
- Evacuation routes.
- Additional public safety hazards have also been identified. Consequently, hazardous materials, crime and aircraft overflight are also addressed in the Element.

The Safety Element is comprised of three sections: 1) Introduction; 2) Issues, Goals and Policies; and 3) the Safety Plan. In the Issues, Goals and Policies section, major issues pertaining to hazardous conditions are identified, and related goals and policies are established. The goals are overall statements of the City's desires and are comprised of broad statements of purpose and direction. The policies serve as guides for reducing the threat from natural and human activity hazards and maximizing community emergency preparedness. The Plan explains how the goals and policies will be achieved and implemented. Specific implementation programs for the Safety Element are contained in the General Plan Implementation Program (Appendix A).

Related Plans and Programs

There are a number of existing plans and programs that directly relate to the goals of the Safety Element. These plans and programs have been enacted through state and local legislation and are administered by agencies with powers to enforce state and local laws.

California Environmental Quality Act (CEQA) and Guidelines

The California Environmental Quality Act was adopted by the state legislature in response to a public mandate for a thorough environmental analysis of projects that might adversely affect the environment. The provisions of the law, review procedure and any subsequent analysis are described in the CEQA Statutes and Guidelines. Public safety hazards are recognized as environmental impacts under CEQA. Continued implementation of CEQA will ensure that City officials and the general public assess and mitigate potentially significant public safety impacts resulting from and affecting private and public development projects.

Alquist-Priolo Special Studies Zones Act

Pursuant to the Alquist-Priolo Special Studies Zones Act, the state Geologist delineates special study zones along traces of potentially and recently active major faults. Affected cities and counties must inform the public of the special studies zones, which usually are one-quarter mile or less in width. Information about special studies zones can be referenced in local General Plans and on other local maps. Proposed development plans within these zones must be accompanied by a report that describes possible surface rupture

from a registered geologist.

Seismic Hazards Mapping Act

The Seismic Hazards Mapping Act requires the state Geologist to compile maps identifying seismic hazard zones. The state Mining and Geology Board established policies and criteria identifying the responsibilities of state and local agencies for development in seismic hazard areas. Approval of development on a site within seismic hazard zones requires the preparation of a geotechnical report and local agency consideration of the policies and criteria established by the Mining and Geology Board (Public Resources Code Section 2690 et. seq.).

Landslide Hazard Identification Program

Under the Landslide Hazard Identification Program, the state Geologist is required to prepare maps of landslide hazards within urban and urbanizing areas. Public agencies are encouraged to use these maps in land use planning and decisions about building, grading and development permits (Public Resources Code Section 2687 (a)).

Cobey-Alquist Flood Plain Management Act

The Cobey-Alquist Flood Plain Management Act encourages local governments to plan, adopt and enforce land use regulations for flood plain management, as well as to identify requirements for receiving state financial assistance for flood control. The Safety Element identifies flood zones and methods to avoid flood hazards.

**Hazardous
Waste
Management
Plan**

The Menlo Park Fire Protective District, which responds to all hazardous or toxic spill incidents in East Palo Alto has a Hazardous Materials Area Plan.

The Plan will guide all emergency response procedures for hazardous materials incidents. All facilities and personnel of the affected cities are organized in the Plan to effectively respond to hazardous material emergencies. Hazardous materials and emergency preparedness are discussed in this element.

**Airport Land
Use Plan
(ALUP)**

The Airport Land Use Commission (ALUC) for San Mateo County has responsibility under state law for formulating a comprehensive land

use plan for the anticipated growth of each public airport and its surrounding vicinity. The San Mateo County ALUC adopted the Airport Land Use Plan governing the Palo Alto Municipal Airport and other airports in the county. The purpose of the ALUP is to safeguard the general welfare of the population within the vicinity of airports and to ensure the continued operation of the airports. The ALUP provides a basis for reviewing proposed development projects within areas impacted by airport noise. Building height and intensity restrictions are established by the ALUP for development in the defined Accident Potential Zone.

General Plans for cities subject to the ALUP must be consistent with the Plan. Three issue areas in the ALUP are addressed in the East Palo Alto General Plan: noise, safety and building height. The Safety Element of the General Plan addresses safety, the Noise Element addresses noise, and the Land Use Element addresses building height and the distribution of land use compatible with noise

and safety hazards.

**San Mateo
County
General Plan
Natural
Hazards
Element**

The San Mateo County General Plan Natural Hazards Element contains a comprehensive inventory of hazards impacting persons and property in the unincorporated areas.

Specific subjects include geotechnical, fire and flooding hazards. The element guides and directs local government decisions about safety matters and coordinates regional, state and federal policies and programs.

**City of East
Palo Alto
Emergency
Preparedness
Plan**

The City has prepared an Emergency Preparedness Plan. Additionally, an emergency information guide that identifies City personnel, equipment and facilities

to effectively deal with emergency situations is being utilized. An integral component of this element is emergency preparedness planning.

**City of East
Palo Alto
Codes**

The City has adopted the current Uniform Building Code, Uniform Mechanical Code and National Electrical Code which contain structural

requirements for existing and new buildings. The codes are designed to insure structural integrity during seismic and other hazardous events and prevent personal injury, loss of life and substantial structural damage. To protect public safety, planned development in East Palo Alto will be subject to these structural codes.

Relationship to Other General Plan Elements

The Safety Element must be consistent with the other General Plan elements. Each element is independent and all the elements comprise the General Plan. All elements of the General Plan are interrelated to a degree, and certain goals and policies of each element may also address issues that are the primary subjects of other elements. The integration of overlapping issues throughout the General Plan elements provides a strong basis for implementation of plans and programs and achievement of community goals. The Safety Element relates most closely to the Land Use and Circulation Elements.

Policies and plans in the Safety Element are designed to protect existing and planned land uses identified in the Land Use Element from public safety hazards. Potential hazards are identified in the Safety Element, and the programs are established to avoid or mitigate public safety impacts from planned development. Concurrently, the Land Use Element contains policy to ensure that environmental conditions, including hazards, are considered in all land use decisions. The distribution of residential and other sensitive land uses on the Land Use Policy Map is designed to avoid areas where hazardous conditions have been identified.

Certain natural conditions and human activities in the community create risks to individuals and properties with the community. Excessive risk from such hazards can be avoided or reduced through the Safety Element.

Three major issues are addressed by the goals, policies and plan of the Safety Element. These major issues include: 1) reducing risk from natural hazardous conditions; 2) reducing risk from hazards associated with human activities; and 3) preparing for emergency conditions. Each issue and the related goals and policies are included in the following section of the Element.

Natural Hazards

Safety Issue 1: Desire to reduce risks associated with natural hazardous conditions, such as geologic conditions, seismic activity and flooding.

In the Bay Area, communities are subject to risk attributable to certain natural hazards, such as geologic conditions, seismic activity, fire and flooding. This risk of exposure to such hazards should be minimized through appropriate planning, development engineering and building construction practices.

Safety Goal 1.0: Reduce the risk to the community from hazards associated with geologic conditions, seismic activity and flooding.

Policy 1.1: Reduce the risk of impacts from

geologic and seismic hazards by applying proper development engineering and building construction requirements.

Policy 1.2: Protect the community from flooding hazards by providing and regularly maintaining flood control facilities.

Human Activity Hazards

Safety Issue 2: Need to reduce risks attributable to human activity such as aircraft overflights, hazardous materials, fire and criminal activity.

Certain human activities, such as flying, use of hazardous or toxic materials, use of combustibles, and criminal actions, expose the population of East Palo Alto to risk. The risk of exposure to these hazards can be reduced to acceptable levels through proper planning and regulation of human activities.

Safety Goal 2.0: Protect the community from hazards associated with aircraft overflights, hazardous materials use, fire, ground transportation accidents, and criminal activity.

Policy 2.1: Work with the City of Palo Alto and its airport operator to reduce the risk posed by aircraft overflights.

Policy 2.2: Cooperate with responsible federal, state and county agencies to minimize amounts and reduce the risk from the use and transport of hazardous materials.

Policy 2.3: Provide fire protection to reduce

the risk of fire.

Policy 2.4: Provide well-designed City roadways to reduce the risk of ground transportation accidents.

Policy 2.5: Provide police protection to address criminal activity.

Policy 2.6: Minimize exposure of the community to hazardous materials by discouraging establishment of businesses that increase risk.

Hazards Response

Safety Issue 3: Need to be prepared for emergency conditions.

Major emergencies arise periodically in developed urban areas. Proper preparation for emergencies is an essential action to minimize the disruption, personal injury, and property damage associated with such events. Preventative measures and preparatory responses before an emergency occurs will hasten recovery from these emergencies.

Safety Goal 3.0: Improve the ability of the City to respond to natural and human-caused emergencies.

Policy 3.1: Support the development of local preparedness plans and multi-jurisdictional cooperation and communication for emergency situations.

Policy 3.2: Educate residents and businesses regarding appropriate actions to safeguard life and property during and immediately after emergencies.

Related Goals and Policies

The goals and policies described in the Safety Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from the other elements directly or indirectly support the goals and policies of the Land Use Element. These supporting goals and policies are identified in Table LU-1.

**Table S-1
Safety
Related Goals and Policies by Element**

Safety Issue Area	Related Goals and Policies by Element						Housing
	Land Use	Circulation	Conservation and Open Space	Noise	Safety	Economic Development	
Natural Hazards	2.2, 3.3						3.1
Human Activity Hazards	3.2, 3.3	4.1, 4.2, 4.3	5.2, 5.3			8.1	3.1
Hazards Response	4.1, 4.2	5.1, 5.2	5.2, 5.3				3.1

As in most urban settings, natural conditions and human activities occur in East Palo Alto which have an effect on the quality of life of its residents. Risk reduction is essential for creating an attractive and healthful urban environment for residents and businesses in the City. East Palo Alto is characterized by relatively flat topography, but contains other geographic features such as tidelands, which combined with development results in a mix of natural conditions and conditions created by humans that could pose hazards to public safety. In addition, the juxtaposition of East Palo Alto with the Palo Alto Municipal Airport poses other hazards. The City can minimize hazards and protect public health and private property through proper prevention and other measures.

This section of the Safety Element identifies the City approach for reducing potential hazards from natural conditions and human activities. Geologic conditions, seismic activity and flooding are considered natural hazards. Human activity hazards include aircraft overflights, hazardous materials, fire and crime. The Plan is based on goals and policies identified in the previous section. The Safety Element Implementation Program, which is part of the General Plan Implementation Program, is an extension of the Safety Plan and contains specific programs that the City will enact to protect community well-being.

Natural Hazards

Natural hazards addressed in the Safety Plan include geologic conditions, seismic activity and flooding.

Geologic Hazards

East Palo Alto is located in a region with active seismic faults and is subject to risks and hazards associated with earthquakes. Seismic activity poses two types of hazards: primary and secondary. Primary hazards include ground shaking, ground displacement, and subsidence and uplift from earth movement. Primary hazards can induce secondary hazards, including ground failure (lurch cracking, lateral spreading and slope failure), liquefaction, water waves (tsunamis and seiches), movement on nearby faults (sympathetic fault movement), and dam failure.

No known active faults exist within East Palo Alto. Consequently, the potential for ground rupture is low and no Alquist-Priolo Special Study Zone has been established by the state. However, the San Andreas Fault runs the length of the San Francisco peninsula, approximately 10 miles to the west of East Palo Alto. The Hayward Fault runs along the east side of the San Francisco Bay. Both of these faults are major, active faults. A major earthquake anywhere in the Bay Area would result in moderate to severe groundshaking in East Palo Alto. Damage to buildings and infrastructure can be expected from as a result of groundshaking during a seismic event.

Damage from earthquakes are most often a result of liquefaction. Areas within East Palo Alto have been identified as having the potential for liquefaction to occur during a seismic event. East Palo Alto to the west of University Avenue and to the south of Highway 101 is identified as in the low to high range. There is a 1 to 10 percent probability of liquefiable sediments in these areas. The area of East Palo Alto to the east of University Avenue and to the north of Highway 101 is in the low to moderate range. There is a .1 to 1 percent probability of liquefiable sediments in this area. Because East Palo Alto is situated adjacent to the San Francisco Bay, the eastern portions of the City have the potential to be impacted by tsunami (tidal wave action). These geologic hazards, combined with groundshaking, can result in substantial structural damage and related loss of life and personal injury.

The City will continue to enact programs to reduce geologic hazards to protect public safety. To minimize hazards from earthquakes and other geologic hazards, the most recent state seismic guidelines and guidelines for other geologic hazards will be implemented for structural design. The stability of residential structures, critical structures and vital emergency facilities will be given particular attention. During the review of development proposals involving grading, unstable soils, and other hazardous conditions, surveys of soil and geologic conditions by a state-licensed engineering geologist will be required. Based on the results of the survey, design measures will be incorporated into projects to minimize geologic hazards. Open space easements will be considered to avoid geologic hazards.

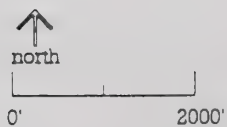
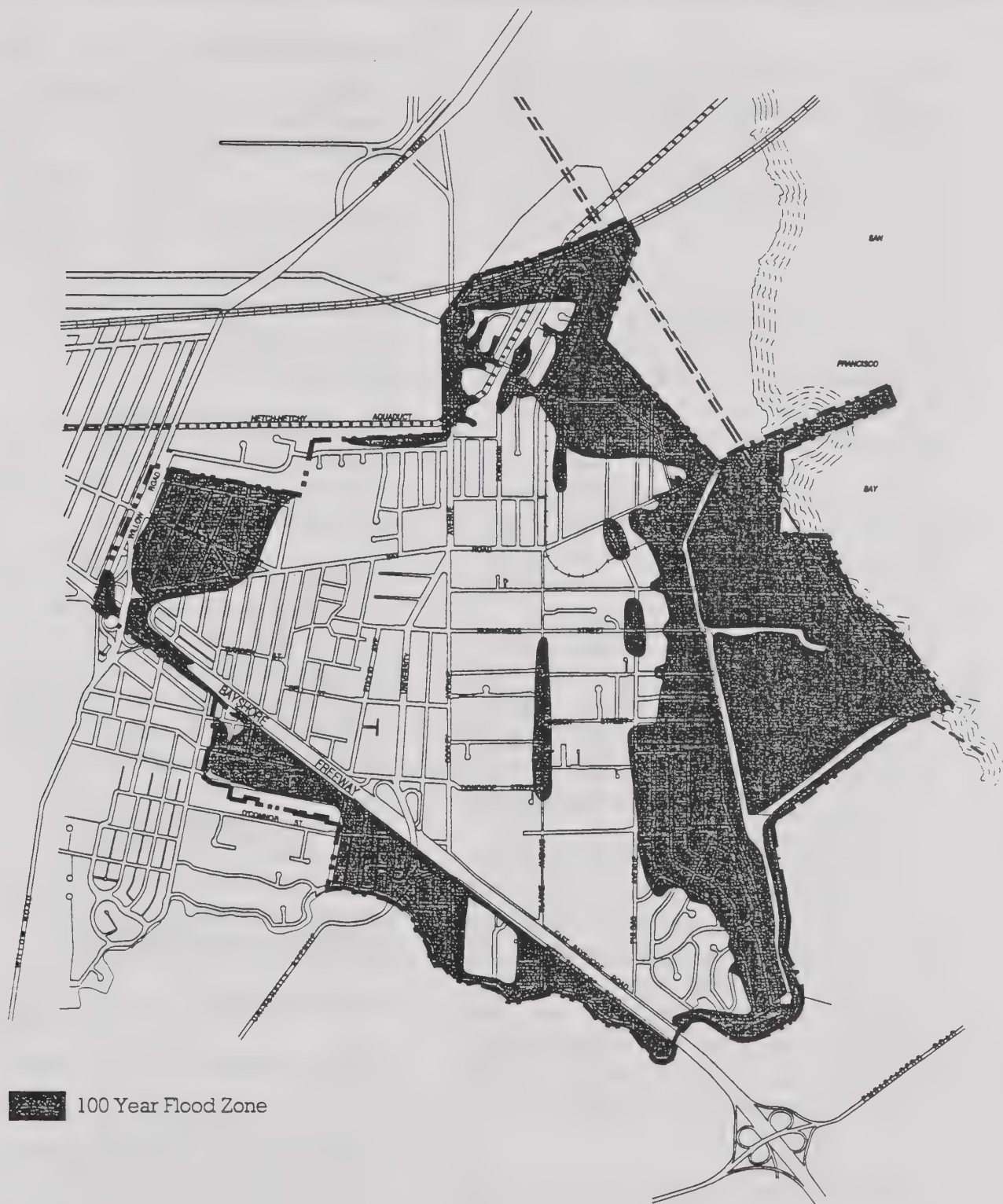
Earthquake preparedness is one of the best methods to minimize human suffering and property damage and accelerate recovery. The City will promote earthquake preparedness in

the community, adopt a disaster preparedness plan, and continue to conduct mock exercises. The programs will be coordinated with emergency service providers and school districts to maximize public participation and effectiveness.

Flood Hazards

Two water bodies - the San Francisco Bay, and the San Francisquito Creek are located adjacent to East Palo Alto. The San Francisco Bay acts as the City's eastern boundary. The San Francisquito Creek forms the City's border with Palo Alto to the south, and also empties into the Bay. The creek is channeled for flood control on the segment west of Highway 101. East of Highway 101 the creek is bounded by levees through Palo Alto Baylands Nature Preserve. Floods along any water course can be expected. While floods are generally perceived as potential hazards, the degree of hazard associated with a flood is related to the types of land use in the floodplain. For example, tidal flooding benefits marshland; however, floods in residential areas are considered hazardous due to the potential for injury and property damage. Business and commercial activities can be impeded by floods due to facility damage and access problems.

East Palo Alto participates in the National Flood Insurance Administration (NFIA) program, which is administered by the Federal Emergency Management Agency (FEMA). The NFIA program provides federal flood insurance subsidies and federally-financed loans for property owners in flood-prone areas. To qualify for federal flood insurance, the City must identify flood hazard areas and implement a system of protective controls. Flood prone areas in the City have been mapped by FEMA. Figure S-1 *Flood Zones* shows the inundation areas for 100-year and 500-year floods. A 100-year flood means that



SOURCE: FEMA Flood Insurance Rate Map
Community-Panel Number 060708 0001 B (1999)

Figure S-1
Flood Zones

a flood of this size has a one percent chance of occurring in a given year, and a 500-year flood means that a flood of this size has a 0.2 percent chance of occurring in a given year. Two areas within East Palo Alto have been identified as subject to serious flooding. The eastern edge of the City, including the wetlands area, is subject to a 100-year flood. Flood insurance is required in these areas. The other area subject to flooding is the western most portion of the City north of Highway 101. This portion of the City is subject to a 500-year flood.

The City will continue to control development in the floodway and floodway fringe. Figure S-2 *Floodplain Schematic* shows the diagram of the floodplain including the floodway and floodway fringe. Development will be prohibited in the floodway unless encroachment will not obstruct flows and increase flood levels. In the floodway fringe, development encroachment will be permitted if the lowest floor of the structures is one foot above the highest estimated flood elevation.

A flood control system is in place in the City, however it is currently deficient. The City has adopted a master plan for storm drainage, and ensure regularly scheduled maintenance of flood control channels and completion of necessary repairs. The City will also investigate the availability of federal funds for levee reconstruction and identify needed improvements for new development projects.

Human Activity Hazards

Human activity hazards addressed in the Safety Plan include aircraft overflights, hazardous materials, fire and crime.

Aircraft Overflight

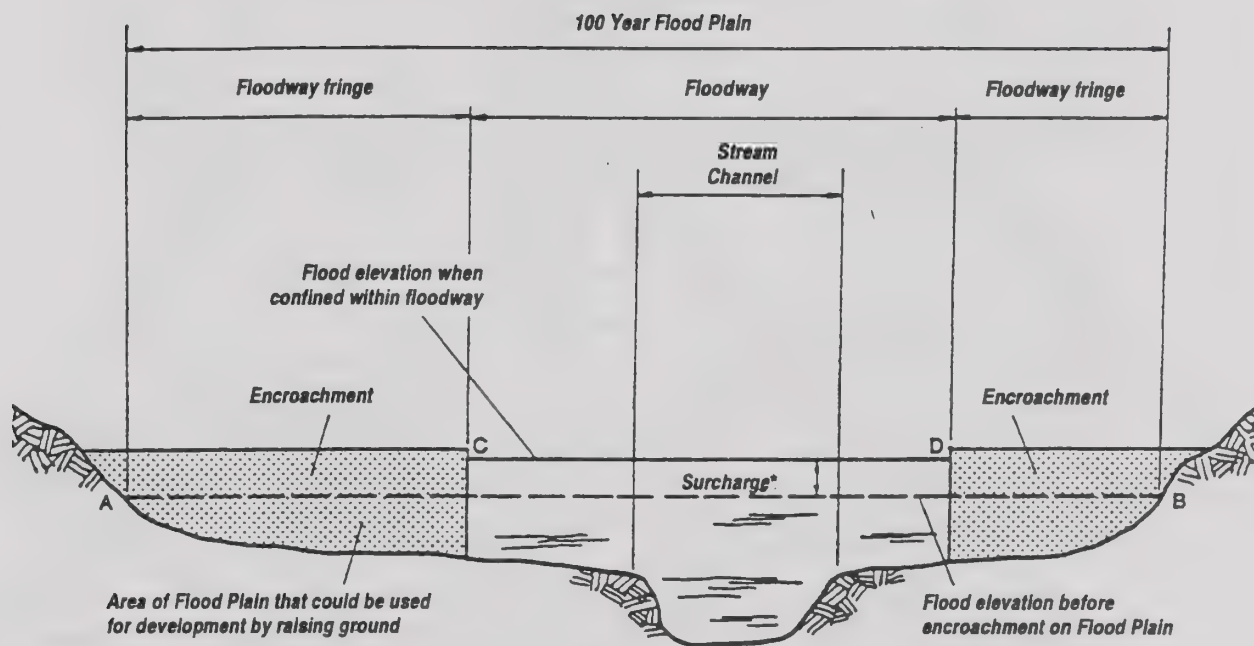
The City experiences overflights from aircraft using the Palo Alto Airport. Overflight hazards increase near runways from which aircraft are taking off or landing. Figure S-3 *Palo Alto Airport Proposed North Safety Zone* identifies the area of greatest hazard in East Palo Alto which is entirely included within open space and undeveloped land.

Hazardous Materials

Public safety concerns associated with the possible and confirmed presence of hazardous materials exist in East Palo Alto. Figure S-4 *Hazards Materials Concentrations* identifies general areas of concern. With the diversity of industrial activities, particularly in the Ravenswood Industrial area, the potential for hazardous materials represents a risk. To address this risk, the City will cooperate with federal state and local agencies to regulate the use of hazardous materials and waste. This cooperative effort includes working with San Mateo County to implement the County Hazardous Waste Management Plan as it applies to East Palo Alto.

Fire

The Menlo Park Fire Protection District has one fire station located on the corner of University and Runnymede. Structural and chemical fires are two fire safety issues in the City. Two chemical plants in East Palo Alto are cause for extra fire prevention measures due to the solvent reclamation operation and the manufacturing of bio-rational pesticides. Both chemical plants are first-class facilities that operate in compliance with applicable federal, state, county, and local regulations, however their very nature holds the potential for explosion or chemical fire.



Line AB is the Flood Elevation before encroachment

Line CD is the Flood Elevation after encroachment

*Surcharge is not to exceed 1.0 foot (FEMA requirement) or lesser amount if specified by state

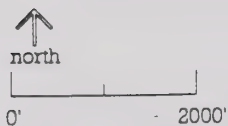
SOURCE: Federal Emergency Management Agency, 1986



Figure S-2
Floodplain Schematic



 Proposed North Safety Zone



SOURCE: Santa Clara County Airport
Land Use Plan, 1992

Figure S-3
Palo Alto Airport
Proposed North Safety Zone



Figure S-4
Hazardous Material
Concentration

The City will reduce the potential for dangerous fires by continuing to work cooperatively with the District to develop programs to prevent damage due to emergencies or disasters. This involves implementing Uniform Fire Code provisions including built-in fire suppression, automatic alarms, and building inspections. In addition, the City will work closely with the local water districts and the MPFPD to ensure that water pressure is adequate for fire fighting purposes.

Crime Control

Criminal activity in East Palo Alto is higher than other parts of San Mateo County and has generally increased over time. Issues facing the citizens of East Palo Alto include a high violent crime rate, and a serious crime problem among the youth in the City. Ten organized gangs are known in the surrounding area. Protecting citizens and businesses from criminal activity is a priority in the City. Crime prevention techniques include substantive levels of police protection and educating the public about methods to reduce criminal activity.

The East Palo Alto Police Department provides policing services to the City. Crime prevention programs such as Community Watch, Regional Enforcement Detail (R.E.D. Team), East Palo Alto High Crime Response Team, and the Community Policing Project are also implemented. When property owners present development proposals, the City will encourage the use of defensible space and lighting concepts to deter on-site crime. Crime control techniques will be incorporated into new development projects.

While the City will aggressively implement programs to protect public safety, potential for a catastrophic event will still exist. The best strategy to minimize human suffering and property damage is to maintain an Emergency

Hazards Response

Preparedness Plan. The purpose of the Emergency Preparedness Plan is to respond to emergency situations with a coordinated system of emergency service providers and facilities. Local Emergency Preparedness Plans serve as extension of the California Emergency Plan and Emergency Resource Management Plan.

The City of East Palo Alto will maintain its emergency preparedness plan. The Plan identifies resources available for emergency response and established coordinated action plans for specific emergency situations and disasters including earthquake, fire, major rail and roadway accident, flooding, hazardous materials incident, civil disturbance, and nuclear attack.

To support the Emergency Preparedness Plan, the City will support a high level of multi-jurisdictional cooperation and communication for emergency planning and response management. Private individuals and organizations will be solicited to enhance local communication and response with cellular telephones, ham radios, AM/FM radio and cable television. Effective emergency response also requires vital facilities such as hospitals, fire stations, and communication centers to be functional during disasters.

Educating residents and businesses about potential disasters and the Emergency Preparedness Plan can increase the effectiveness of emergency response efforts. An educated public will know how to prevent injury and property damage during and after emergency episodes and know how to find help. The City will work to educate residents and businesses about appropriate actions to safeguard life and property during and

immediately after emergencies. Education about emergency preparedness can occur through the distribution of brochures, presentations to civic groups and homeowner associations, and instruction in local schools.

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The City of East Palo Alto enjoys a favorable position in terms of its regional location by being in close proximity to employment centers like Silicon Valley, Stanford University and the East Bay, and because of its affordable housing stock. However, despite its strategic location, the City has not achieved its economic potential nor experienced the level of development that has occurred in other South Bay cities. In fact, the City of East Palo Alto lags behind many of its more affluent neighboring communities and suffers from many of the ills plaguing other urban communities, such as municipal budget deficits, high unemployment, crime, drugs, and declining education systems.

However, East Palo Alto believes it is now poised to capture its share of the economic growth that will occur in the South Bay because it is one of the few communities with larger undeveloped parcels of land. ABAG Projections 96 indicates that East Palo Alto will experience substantial job growth by 2015 (approximately 4,600 new jobs) because it is the last remaining section of the county with development potential.

When the residents of East Palo Alto sought incorporation in 1983, it was their desire to have more direct control over economic development of the City and to create a healthy, diverse economy, with a strong employment base, vibrant retail sector, and solid tax base. The Economic Development Element examines the opportunities, constraints and issues associated with the long-term development and economic future of East Palo Alto. Through the implementation of the Economic Development Element, East Palo Alto plans to

foster the types of growth and development which will ensure adequate revenues and services for all East Palo Alto residents and businesses.

Purpose of the Economic Development Element

The General Plan Guidelines define economic development as "the planned investment of the City's resources to induce private investments which advance specific community development goals." In East Palo Alto, the City's ability to attract private investment funds is critical to its economic development strategy. Because of the City's limited revenues, private investment dollars along with state and federal funds are key components in achieving economic development goals.

The primary purposes of this Economic Development Element are to ensure that growth and development in East Palo Alto will promote land uses, facilities and services that support the City's economic development goals, and that growth and development policies are consistent with community policy expressed in other elements of the General Plan. The Economic Development Element expresses the City's desire to enhance its vitality; promote a varied mix of land uses; improve employment opportunities; increase revenues for infrastructure and community improvements like roads, sewers, and parks; and upgrade the community image. The Economic Development Element will guide the City in making choices regarding projects

and uses that meet community economic development goals.

Scope and Content of the Economic Development Element

The Economic Development Element is provided in the General Plan as an optional element pursuant to the 1990 State of California General Plan Guidelines and Government Code Section 653023. Government Code Section 653023 provides that, "The general plan may include any other elements or address any other subjects which, in the judgment of the legislative body, relate to the physical development of the county or city". The City of East Palo Alto considers economic development to be a critical issue in terms of physical development and the fiscal future of the community.

The Economic Development Element is intended as a dynamic component of the General Plan which provides a broad policy framework, but allows for a variety of initiatives and flexibility in achieving the goals of the Plan. Although the Economic Development Element provides a long-term strategy for the City, it recognizes that capturing economic development and growth is affected by market conditions which have short-term windows of opportunity.

The Economic Development Element is comprised of three sections: 1) Introduction; 2) Issues, Goals and Policies; and 3) the Economic Development Plan. In the Issues, Goals and Policies section, major issues are discussed related to diversifying land uses in the City, generating development and revenues, and improving City image. The goals and policies which the City has established are also included in this section.

The Issues, Goals and Policies section also establishes the basis for the Economic Development Plan and the Economic Development Implementation Program.

In addition to serving as a source of information and statement of public policy on issues and matters related to economic development of the City, the Economic Development Element also provides a framework to assist the City Council in analyzing and evaluating matters affecting the local economic future. The goals and policies of the Economic Development Element serve as guides for a) planning economic development activities and prioritizing the use of limited resources; b) balancing housing with non-residential uses; c) assessing job creation; and d) coordinating with investment and de-velopment strategies of other local and regional jurisdictions.

The Plan explains how the goals and policies will be achieved and implemented. Specific implementation programs for the Economic Development Element are contained in the General Plan Implementation Program (Appendix A).

Related Plans and Programs

The Economic Development Element is based on information contained in a number of existing economic development reports and documents, current development trends or activities, and opportunities and constraints within the City of East Palo Alto. The major documents, plans and programs relevant to the Economic Development Element are summarized as follows:

**East Palo Alto
Overall
Economic
Development
Program**

In 1994 the East Palo Alto City Council endorsed the East Palo Alto Overall Economic Development Program which provided a comprehensive assessment of the City's economic potential and constraints, and established the first East Palo Alto Overall Economic Development Program. The program provides: a) an assessment of the City's economy, social trends, housing, demographics, employment, resources, etc.; b) an overall economic development program strategy; c) an historical assessment of past development efforts; and d) constraints to development. The Program established the following eleven economic development policies:

1. The City shall work to ensure that the moneys brought into the community through new economic development projects are kept within the local economy for the maximum benefit of local business owners and residents who are employed within City boundaries. The recycling of funds through direct, indirect and induced impacts shall be highlighted whenever possible.
2. The City shall encourage the utilization of and professional improvement opportunities for the available labor force within its boundaries, including small business opportunities for residents.
3. The City shall actively encourage the development of new housing and rehabilitation of existing units which shall be affordable to very low and low income households based on East Palo Alto levels of affordability. Additionally, all residents displaced by a redevelopment project shall be given the opportunity to live within City boundaries in housing they can afford.
4. The City shall support the retention and expansion of all viable and attractive tourist, retail trade, urban agriculture, consumer and business establishments and existing businesses.
5. The City shall work to maintain adequate environmental quality controls to preserve and provide an attractive and healthy environment and to maintain strong controls to enhance the viability of neighborhoods. The City shall use its historic preservation strategies wherever appropriate to blend new development into the strong character of the East Palo Alto landscape.
6. The City shall promote the continued growth of compatible industry on sites designated for industry and commerce and strengthen, however possible, this policy in the forthcoming update of its General Plan.
7. The City shall encourage the development of a sector of the local economy that is neighborhood-based, that provides jobs and services to residents within their neighborhoods.
8. The City is dedicated to government service procedures which work promptly and efficiently to meet the needs of business and commerce. On a parallel track, the City will work with institutions, organizations and companies in the local area within public/private partnerships, that use the area's economic strengths to benefit directly the citizens of East Palo Alto.

9. The City shall cooperate with regional organizations in their individual programs of economic development that directly benefit the citizens of East Palo Alto.
10. The County shall be encouraged to stimulate effective coordination and targeted allocation of available public and private resources for economic development.
11. Open space provides an element of livability which can encourage people of diverse economic backgrounds to move to East Palo Alto. In order to provide a variety of community benefits while preserving open space, the City should encourage economic uses of open space.

To implement the above policies, the East Palo Alto Overall Economic Development Program set forth the following implementation actions:

- Leverage federal, state, corporate, institutional, etc. financial resources.
- Institute concentrated efforts to abate crime.
- Improve education and technical/vocational training opportunities.
- Improve transportation systems and linkages.
- Empower residents and community organizations by providing technical assistance.
- Arrive at community consensus for Neighborhood Commercial Revitalization projects.
- Ensure that appropriate industrial

development occurs as a mechanism for improving the quality of life and sense of place in East Palo Alto.

- Provide incentives consistent with economic development strategies.

East Palo Alto Community Profile

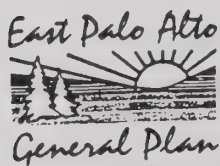
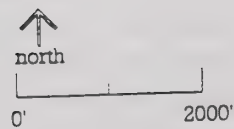
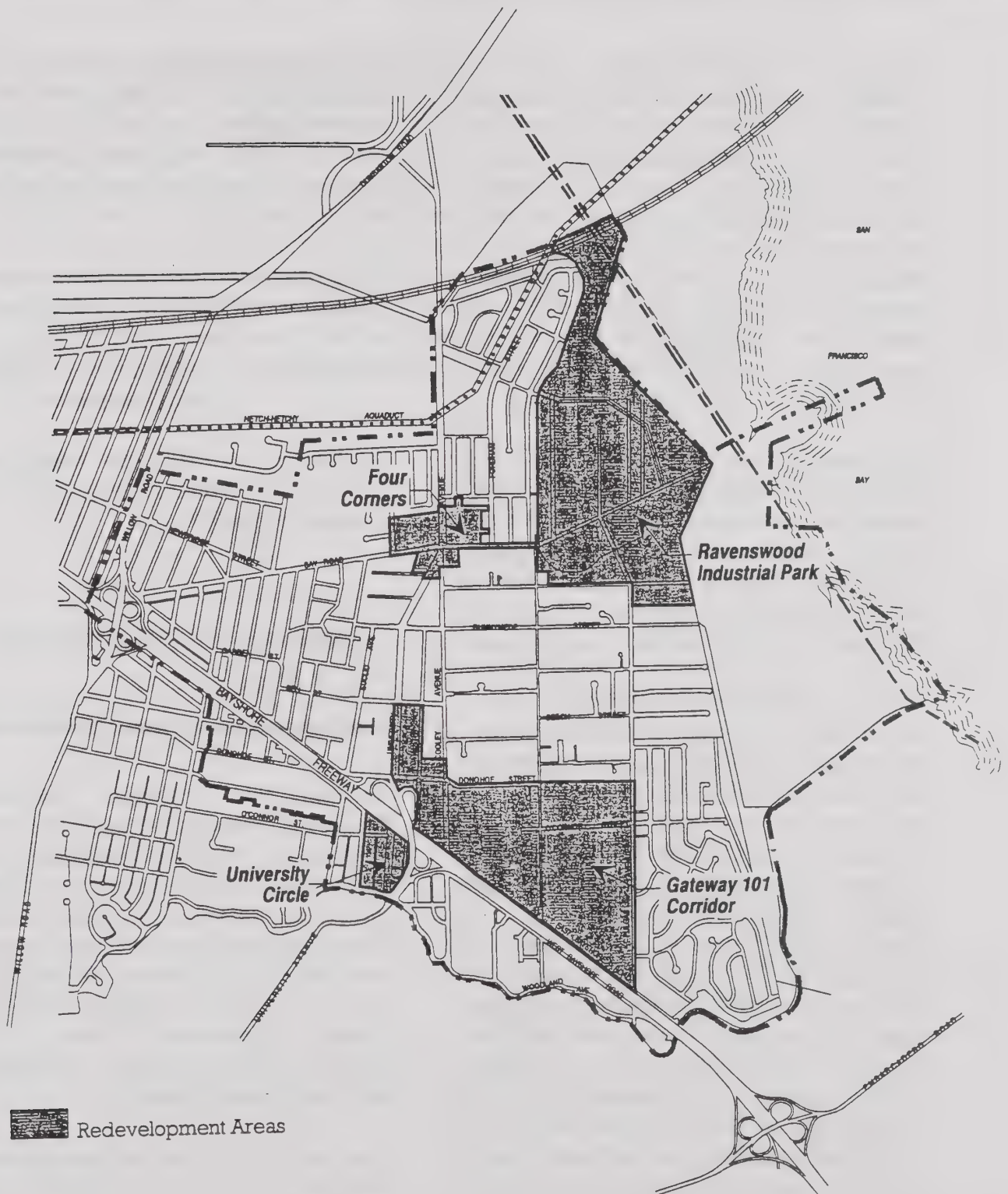
In 1995, the City and Regional Planning Department of California Polytechnic State University, San Luis Obispo prepared a Community Profile for East Palo Alto which reviewed land use, population, community services, environment, housing, economic, and governmental trends in the City. The report concluded that although future projections show only marginal improvement for residents of the City, if training and placement programs are effective, East Palo Alto residents would begin to prosper.

Redevelopment Projects

There are three redevelopment projects which could have a significant impact on the City's revenue base, as well as creating a substantial number of new jobs for local residents. These projects may change the mix of land uses and improve the City's housing stock, including the addition of new affordable housing units. The projects are the Gateway/101 Corridor, Ravenswood/Four Corners and University Circle. Each project is briefly described below and illustrated on the following page in Figure ED-1.

Gateway/101 Corridor Project

Located on an approximately 145 acres site near the University Avenue and Highway 101 interchange, the Project calls for the redevelopment of the area into a mixed-use neighborhood that would meet several of the



SOURCE: City of East Palo Alto

Figure ED-1
Redevelopment Project Areas

City's economic development objectives including: a) establishing a source of ongoing municipal revenues; b) providing new and improved retail opportunities; c) providing new affordable housing, including replacement housing for displaced residents; d) increasing employment opportunities for residents; and e) providing an attractive gateway into the City. The Project calls for general and neighborhood commercial, entertainment, residential and public open space uses.

The Gateway 101/Corridor Project is being developed to incorporate a number of existing residential, institutional and recreational facilities. The Project is expected to create 1,172 new jobs, which will primarily be in the retail and service sectors, and generate an estimated \$1.2 to \$1.5 million in tax revenues.

Ravenswood/Four Corners Project

Encompassing the primary industrially zoned area of the City, the Ravenswood portion of the Redevelopment Project consists of approximately 166 acres located in the northeasterly corner of the City between the Southern Pacific rail spur right-of way and Clarke Avenue, Weeks Street, and the Baylands. The Four Corners area consists of approximately 20 acres at the intersection of Bay Road and University Avenue. Although physically separated, Ravenswood and Four Corners are considered one redevelopment project. The Land Use Concept Plan for the project allows light industrial/research, office, general industrial open space and multi-family residential uses. The Four Corners portion of the project calls for mixed-use development which includes neighborhood commercial, multi-family and government uses.

University Circle Project

Often referred to as the Whiskey Gulch area, the University Circle Project consists of approximately 23 acres designated for mixed-

use commercial, retail and hotel uses and is located adjacent to the Bayshore Freeway on the southern boundary of the City. Under a 1991 litigation settlement agreement, the maximum levels of development for the Project are:

Office Uses: 460,000 gross square feet
Retail Uses: 15,000-45,000 gross square feet
Hotel Uses: 220-230 rooms and 190,000 gross square feet

Development of the site could generate between \$2,000,000 to \$3,000,000 in new tax revenues for the City.

Relationship to Other General Plan Elements

Although the Economic Development Element is an optional element, state law requires that it must be consistent with the other General Plan Elements. The Economic Development Element becomes an integral part of the general plan and has the same force and effect as the mandatory elements. This Element relates most closely to the Land Use Element, Circulation Element, Housing Element, Safety Element, and Conservation and Open Space Element

Land use designations must support the mix of uses necessary to achieve the economic development goals of diversifying land uses and generating additional revenues and jobs. The Economic Development Element Plan to improve the City's image through marketing its qualities is also supported by policies in both the Land Use and Conservation and Open Space Elements.

The Circulation Element includes policies to improve regional transportation routes which will be critical to attracting commercial and industrial development and for improving the City's image. Improvements in transportation linkages, as described in the Circulation Element, are also critical to the Economic Development Element because they address the need for residents to commute to work locations both in and outside of East Palo Alto, and for improving resident employment opportunities.

Since incorporation, East Palo Alto has continuously pursued a number of economic initiatives and strategies aimed at improving its financial revenue base and strengthening the City's economic position. ABAG has projected that East Palo Alto will experience significant development pressure by the year 2000 which will result in a tremendous increase in jobs in the City. These development opportunities should enable the City to reverse past trends which have left the City in a weaker position due to the lack of a sound retail base and having lower assessed property values. The projected growth should increase the amount of public revenues that are generated and enable the City to address the growing need for public improvements and municipal services.

Six major issues, and related goals and policies, address a broad range of long-term economic development issues faced by East Palo Alto. The goals and policies reflect the City's desire to establish a framework to address economic development issues. Economic development implementation actions are included in the Implementation Program section of the General Plan.

Economic Growth and Fiscal Solvency

Economic Development Issue 1: Need to use economic development as foundation for City improvement.

East Palo Alto needs to improve its revenue base so it will be able to provide basic city

services necessary to new businesses. Economic development will be an important tool in generating an improved revenue base for the City.

Economic Development Goal 1.0: Pursue neighborhood serving commercial business establishments which meet an identified need.

Policy 1.1: Encourage development of commercial businesses which are neighborhood-based and provide jobs, goods and services to residents within their neighborhoods.

Policy 1.2: Pursue commercial businesses which generate sales tax revenue by capturing both local and regional consumers.

Land Use Diversification

Economic Development Issue 2: Need to diversify mixture of land uses.

The City also needs to diversify its mix of land uses so it will be able to recapture a portion of the sales tax revenues that are being spent in other communities. To achieve this, the City will need to more proactively solicit the types of commercial and industrial development it desires. Additional sources of revenues required to support needed City services and infrastructure improvement programs, and to move the City to a solvent fiscal position, can be generated by diversifying the land uses in the City.

Economic Development Goal 2.0: Increase the City's ability to provide needed services and facilities by diversifying and expanding its revenue base.

Policy 2.1: Diversify the City's commercial and industrial base by targeting and soliciting firms in growth sectors such as environmental technology, high tech, bio-technology, research and development, and health care/health providers.

Policy 2.2. Encourage tourism as a local industry.

Policy 2.3. Encourage the location of tourist- and recreation-oriented commercial development along the freeway.

Policy 2.4: Ensure that the moneys brought into the community through new economic development projects are kept within the City's local economy for the maximum benefit of local business owners and residents.

Proactive Economic Development

Economic Development Issue 3: Need for pro-active approach to economic development.

East Palo Alto is one of the few communities in San Mateo and Santa Clara counties with reasonably priced lands available for commercial, industrial and residential development. The City is posed to capture its share of potential economic development if a pro-active approach to marketing its potential is taken.

Economic Development Goal 3.0: Actively pursue land uses which generate employment at levels comparable to Countywide-land job productivity.

Policy 3.1: Support the retention and expansion of all viable and attractive tourist, retail trade, urban agriculture, consumer and business establishments, and existing businesses.

Policy 3.2: Actively pursue targeted businesses and compatible industries for commercial and industrial development sites such as Gateway Center, Ravenswood Industrial, and University Circle areas.

Policy 3.3. Proactively pursue and attract land uses which serve regional needs.

Economic Development Issue 4: Need for cooperative economic alliances.

To achieve its economic development goals, East Palo Alto needs to establish alliances with other public and private sector partners. Such alliances will help the City overcome the inevitable obstacles to high quality growth and development.

Economic Development Goal 4.0: Develop public/private partnerships, public/public partnerships and cooperative alliances which promote East Palo Alto economic potential and support investment in the City.

Policy 4.1: Establish and streamline City's administrative procedures to promptly and efficiently meet the needs of business and commerce.

Policy 4.2: Coordinate and target allocations of available public and private resources for economic development.

Local Employment Development and Resident Employment

Economic Development Issue 5: Desire to create additional employment opportunities in the community.

Economic development of East Palo Alto must include the development of its human resources. Improving the skills and education level of City residents is necessary to support consumption of basic neighborhood goods and services and to bolster the local economy. Improving employment and training opportunities enables residents to increase their incomes which results in greater levels of spending.

Economic Development Goal 5.0: Achieve a level of local resident employment for locally-produced jobs that is comparable to the other communities in San Mateo County (currently approximately 30 percent).

Policy 5.1: Encourage the utilization of and professional improvement opportunities for the available labor force within the City, including small business opportunities for residents.

Policy 5.2: Seek out businesses which employ workers at appropriate skill levels and which provide training to increase local skills for the full range of job opportunities.

Resident Education and Job Training

Economic Development Issue 6: Need to improve skills and education level of

residents.

Local residents need to improve their education and skills levels to be competitive in the regional employment market.

Economic Development Goal 6.0: Improve the skill levels of local residents so they will be able to effectively compete for new permanent jobs available in East Palo Alto and adjacent communities.

Policy 6.1: Promote the availability and use of various job training and education programs, especially in high growth industries, to prepare East Palo Alto residents for meaningful and higher paying jobs.

Policy 6.2: Stress the importance of available education and training programs to City residents.

Economic Development Issue 7: Need to increase income level of residents.

Income levels in East Palo Alto are lower than surrounding communities. Elevating income levels of residents can result from the application of strong economic development measures.

Economic Development Goal 7.0: Increase resident income levels by encouraging new jobs with higher pay scales.

Policy 7.1: Promote commercial and industrial developments which create and maintain the higher-paying job opportunities for East Palo Alto residents, including professional/managerial employment opportunities

Policy 7.2: Encourage resident to pursue entrepreneurial and small business opportunities generated by new development.

City Image

Economic Development Issue 8: Desire to improve the City's image.

To successfully attract new businesses and to generate desired economic development, the City will need to improve its overall image.

Economic Development Goal 8.0: Improve the City's image through promotion of its desirable characteristics, including natural, human, and historical resources, and its locational characteristics (transportation, real estate, bridge, climate, bay views) and environmental features.

Policy 8.1: Maintain adequate environmental quality controls to preserve and provide an attractive and healthy environment, and maintain strong controls to enhance the viability of neighborhoods.

Policy 8.2: Actively promote the City's natural resources and open spaces as a means of encouraging economic use and attracting businesses and people of diverse economic backgrounds to East Palo Alto.

Economic Development Issue 9: Need to improve City infrastructure and access to natural resources.

Public infrastructure in East Palo Alto needs to be improved to support long-term growth and development. To make economic use of the City's natural features, public access to the shoreline and waterfront areas require improvement.

Economic Development Goal 9.0: Improve the business environment in the City by undertaking infrastructure and street improvements, enhancing blighted and under-developed areas, and creating identifiable destination points within the City.

Policy 9.1: Work cooperatively with local businesses and industry associations to improve the general business climate and to stimulate new business investment through public infrastructure and safety improvements.

Policy 9.2: Promote East Palo Alto as a destination point for non-residents by promoting on the City's unique shorelines and waterfront assets, baylands and historical resources.

Related Goals and Policies

The goals and policies described in the Economic Development Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from other elements directly or indirectly support the goals and policies of the Economic Development Element. These supporting goals and policies are identified in Table ED-1.

Table ED - 1
Economic Development
Related Goals And Policies by Element

Economic Development Issue Area	Related Goals and Policies by Element						
	Land Use	Circulation	Conservation and Open Space	Noise	Safety	Economic Development	Housing
Economic Growth and Fiscal Solvency	1.1, 1.2, 1.3	2.2, 5.1					
Land Use Diversification	1.1, 1.2, 1.3		2.4				
Proactive Economic Development	1.2		5.1				
Local Employment Development and Resident Employment	1.1, 1.2, 1.3						
Resident Education and Job Training	1.4						
City Image	2.1, 2.2, 3.1, 3.2, 3.3	2.1, 2.2	2.1, 2.2, 2.3, 2.4	1.1, 1.2, 2.,1, 2.2			3.1

Achieving economic growth and development and improving the economic well being of East Palo Alto for the long-term is a complex process of balancing economic goals with other desired objectives. The City needs a proactive economic strategy oriented toward attracting the desired mix of businesses and high-growth industries by making land available and improving business conditions. The attraction of these businesses is needed to capitalize on current and future growth and development. Such businesses will increase sales tax and other revenues, and help diversify City land uses which are critical to long-term municipal financial stability. They will also provide opportunities for employment and job training for local residents.

This Plan, based on the goals and policies identified in the previous section, represents the City's economic development strategy for achieving its economic goals. The Economic Development Element Implementation Program, which is part of the General Plan Implementation Program, is an extension of the Economic Development Plan and contains specific programs and actions to implement the Element.

Economic Growth and Fiscal Solvency

Increasing East Palo Alto revenues and diversifying the sources of revenues must be the City's first priority. East Palo Alto's ability to attract new businesses and to stabilize and improve city services are directly

linked. Revenues must be enhanced so that public safety and infrastructure maintenance, services and improvements can be undertaken. Once these improvements are made and City services are enhanced, East Palo Alto will be in a better position to attract new businesses and new residents.

Since incorporation in 1983, East Palo Alto has struggled with severe limitations in terms of generating sufficient revenues to provide basic city services. General Fund Revenues are only 20% of the total City revenues and 60% of the general fund revenues are generated from property taxes. East Palo Alto has lower property values and one of the lowest property tax rates in the region, which only aggravates this situation. Special Revenue such as grants, special tax/fee assessments, and capital improvement revenues represent 77% of City's revenues. Special Revenue sources are subject to changes in government spending and other factors placing a significant portion of the City's budgetary funds in a tenuous position.

East Palo Alto suffers from an aging infrastructure system which includes: substandard roads, roadside improvements, traffic signals, storm drainage systems, parks, and recreational and community facilities. Developed primarily as an unincorporated community, the City of East Palo Alto is faced not only with maintaining existing facilities, but also upgrading substandard facilities and services to current urban standards.

From an economic standpoint, the City of East Palo Alto is an anomaly within the predominantly middle- and upper-income communities of San Mateo and Santa Clara counties. While San Mateo County had the

second highest mean household income (\$77,800) in the nine-county San Francisco Bay Area in 1995, the City of East Palo Alto had one of the lowest household incomes of any community in the Bay Area with a mean household income of \$45,900 (ABAG, "Projection '96"). Sales tax revenues generated in the City were also extremely low. Based on the California State Board of Equalization Taxable Sales Revenues Report, in 1995 East Palo Alto ranked 407th of 477 cities -- lower than many rural communities of comparable size.

East Palo Alto is a community of many contrasts:

- While most of its neighboring communities experience a favorable jobs/housing ratio, East Palo Alto has the highest number of unemployed residents and the lowest number of jobs. East Palo Alto has a .27 jobs per household which compared to .77 jobs per household in Menlo Park and .47 jobs per household in San Mateo County.
- East Palo Alto is located in one of the highest priced housing markets in the Bay Area; however the City has the highest percentage of affordable housing and above market rate housing is virtually non-existent. Property taxes represent 60% of the City's general fund revenues and a lower property tax rate coupled with lower property values aggravate the City's ability to generate more revenues.
- Most of the other South Bay cities do not have suitable parcels available for industrial/commercial development and their land cost and property taxes are high, making development costly. East Palo Alto has several large undeveloped or underdeveloped parcels available at lower costs, with one of the lowest property tax

bases; however, developer interest is low.

Land Use Diversification

The City lacks a solid retail base which poses a constraint on its ability to diversify and increase revenue sources. Additional commercial/retail development will enable the City to recapture some revenues lost annually to resident/business spending outside of East Palo Alto. The Overall Economic Development Program estimated the revenue lost to be \$76 million in 1994. By generating new commercial, industrial, and residential development, the City will generate additional sales and property tax revenues.

The most viable economic development tool available to the City is redevelopment. East Palo Alto currently has three redevelopment projects -- Gateway/101 Corridor, Ravenwood/Four Corners, and University Circle which once developed will greatly enhance the City's revenue stream and provide for retail and commercial land uses not currently present in the City. These new commercial and retail uses will generate both sales tax revenues to the City and higher property taxes. Increased tax increment will be generated from the development of these projects which will provide the City with additional revenue to pay for community needs, such as capital improvements and affordable housing. As development proposals are submitted for City consideration, these proposals will need to be conscientiously assessed and evaluated in terms of how they meet established economic goals.

There are several time-sensitive issues which need to be resolved. Approximately 20 years

of tax increment financing remains under the Ravenswood/Four Corners Project. Because minimal new development occurred during the early years of this redevelopment project, insufficient tax increments has been generated to fund public improvements. There are also issues related to whether existing redevelopment areas, such as University Circle and the Gateway 101/Corridor should be expanded and, if expanded, what areas should be included within the new boundaries.

Proactive Economic Development

East Palo Alto is one of the few communities in San Mateo and Santa Clara Counties with reasonably priced lands available for commercial, industrial and residential development. The City is ideally located with easy access to Silicon Valley, the East Bay and San Francisco. Thousands of commuters pass through the City daily commuting to and from work. The City posed to capture this potential economic benefit if it takes a proactive approach to marketing its potential. However, implementation of a proactive economic development strategy that aggressively solicits targeted businesses and promotes the City's access is the key.

The City needs to build on the momentum and interest in the Gateway and University Circle projects. The horizon for economic development is often short-term, typically within 3-5 years during an economic cycle.

Local Employment Development and Resident Employment

As of 1995 there were approximately 1,880

jobs in East Palo Alto which represents about .27 jobs per household as compared to approximately .77 jobs per household in San Mateo County and an estimated 1.3 jobs per household within a 12-mile radius of East Palo Alto. East Palo Alto residents hold only 12 percent of local jobs which is much lower than the ratio in other neighboring cities.

East Palo Alto is within a short commute of major firms that are part of the fast-growing Silicon Valley high technology industry. In the past, several firms have assessed East Palo Alto as a possible location for a corporate headquarters/campus location. Having a major firm locate with East Palo Alto would have a tremendous impact on the City's development, image, local employment and job training opportunities.

The City needs to take proactive steps to ensure that it does not remain a bedroom community to its neighbors. In addition to creating employment opportunities, the City needs to ensure that East Palo Alto residents secure a reasonable number of the jobs created. As appropriate, the City will make new businesses and development projects aware of its "City First Source Hiring Policy," which attempts to ensure that East Palo Alto residents are provided with an opportunity to apply for construction and permanent jobs.

The City will actively pursue businesses committed to the development of a broad base of local employment for East Palo Alto residents. This strategy provides an avenue for the upward mobility and advancement. East Palo Alto wants to capture the direct and indirect benefits generated from resident employment advances and salary increases, along with sales tax revenue and new business taxes.

Resident Education and Job Training

The City will work cooperatively with the School District and training service providers to ensure that East Palo Alto residents are properly prepared for employment, and have the skills and education levels needed to be competitive in the current job market. East Palo Alto will assess to what extent current job training programs are meeting the needs of residents to secure entry level jobs with major employers in the area. Training should also provide residents with upward mobility, advancement options, and additional opportunities to improve their skills and their income. Conversely, the City wants to ensure that training provided to local residents meets the needs of the high-growth employers in Silicon Valley.

City Image

The City will initiate a public relations campaign to promote the benefits of its location and work with regional economic development and transportation planning agencies to obtain a commitment to include East Palo Alto on promotional tours. To facilitate commercial and industrial development project processing, the City will establish an expedited permit process for projects consistent with economic development policy.

A public relations campaign will also be used to convince those inside and outside the community that substantial improvement is occurring in the City. Another important

factor related to improving image and attracting new businesses is to ensure that the public is aware of the City's strong commitment to public safety, and to promote the measures that have been implemented to improve public safety in the last several years. Continued efforts aimed at reducing crime and drugs and improving the physical and aesthetic environment in the community will also need to be maintained and enhanced. City efforts will include promotion of the community's natural, historic and environmental features.

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Purpose of the Housing Element

Housing element is one of the seven mandated elements of the general plan every California city and county is required by state law to prepare. The housing, land use and circulation elements outline a community strategy to assure orderly growth and provide housing for all economic segments.

Purpose State law contains requirements for Housing Element content that are far more

specific than for any other element of the General Plan. The intent of the housing element law is to ensure that counties and cities contribute to attaining the state housing goal, and to ensure cooperation among local governments in meeting regional housing goals.

In 1977, the California Department of Housing and Community Development (HCD) set forth guidelines that govern the content of housing elements. The regulations covering the housing element have been frequently updated and expanded since the legislation was first enacted.

Most generally, the State requires that the housing element include an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled programs for the preservation, improvement and development of housing. To maintain up-to-date and relevant goals and policies, state law requires that all housing elements be updated not less than every five years.

East Palo Alto's updated housing element has been designed to meet the State of California Housing Element Law. It replaces the previous housing element, which was adopted in 1986 and partially updated in 1991 and 1994. The housing goals outlined in the previous housing element have been modified and expanded to better address the current housing needs of the community.

Several new programs are recommended to be implemented over the subsequent five-year period in an attempt to address the City's share of the region's housing needs for all income categories.

Time Frame of the Housing Element

The updated East Palo Alto Housing Element covers the period of July 1, 1988 to June 30, 2000, the existing housing element cycle for communities in the ABAG (Association of Bay Area Governments) region.

Citizen Participation

To facilitate participation in the housing element update, study sessions were conducted before the City Council to discuss key housing issues. Further, public hearings were held before the City Council and Planning Commission where comments were solicited. To ensure that all economic segments of the community were involved, the hearings were advertised in the local newspaper and on various community message boards.

Consistency with General Plan

The East Palo Alto General Plan contains seven elements: 1) Land Use; 2) Circulation; 3) Conservation and Open Space; 4) Safety; 5) Noise; 6) Economic Development; and 7) Housing. The City will ensure consistency among the various General Plan elements and ensure policy direction introduced in one element is reflected in other plan elements. This Housing Element builds upon the other General Plan elements and is entirely consistent with the policies and proposals set forth by the Plan.

Definitions of Income Categories

The determination of housing need is often discussed in terms of income categories. The U.S. Department of Housing and Urban Development (HUD) has established area median income, and the very-low and low-income categories for use in HUD's Section 8 program.

The State HCD uses the HUD-established very-low and low-income categories and established a moderate-income category based on HUD area median incomes. Income limits used by HCD are as follows:

Very-Low:	Below 50% of Median
Low:	50-80% of Median
Moderate:	80-120% of Median
Upper:	Above 120% of Median

The HUD income levels associated with each income category are established by HUD on an annual basis by metropolitan area, rather than by city. These income levels are then used by the state's Department of Housing and Community Development (HCD) in evaluating the affordability of units provided in the city. The City's Below Market Rate (Inclusionary) Housing Ordinance adopted in 1994 uses the City's median income for determining income levels and evaluating affordable housing pricing. This ordinance is currently under revision. Among the proposed changes is the use of the County median income threshold in order to be consistent with state and federal programs. The 1997 maximum income limits for lower- and moderate-income households in East Palo Alto based on County median income are presented in Table H-1.

While HUD will utilize these income levels as targets for affordable housing pricing, below-market rate or affordable units in East Palo Alto should be targeted to households with substantially lower incomes to be truly affordable to the existing residents. A more complete discussion on city-specific affordability goals is included in a later section of this element.

Table H-1
Lower and Moderate Income Limits by Household Size: 1997
Based on San Mateo County Median Family Income

Income Category	Number of Persons in Household					
	1	2	3	4	5	6
Very Low	\$22,550	\$25,750	\$29,000	\$32,200	\$34,800	\$37,350
Low	\$31,450	\$35,950	\$40,450	\$44,950	\$48,550	\$52,150
Moderate	\$54,100	\$61,850	\$69,550	\$77,300	\$83,500	\$89,650

Note: Median Family Income for San Mateo County in 1997 = \$64,400.

Source: State Department of Housing and Community Development, Income Limits January 1997.

Relationship to Other General Plan Elements

According to state planning law, the Housing Element must be consistent with other General Plan elements. All elements of the General Plan are related to a degree and certain goals and policies of each element may also address issues that are the primary subjects of other elements. The integration of overlapping issues throughout the General plan elements provides a strong bases for implementation of plans and programs, and achievement of community goals.

The Housing Element is closely related to other elements of the Plan. For example, residential development capacities established in the Land Use Element and constraints to development identified in the Safety Element are incorporated into the Housing Element. This Housing Element builds upon the other General Plan elements and is consistent with the policies and proposals set forth by the Plan.

The Housing Element contains background information on the City's population and employment characteristics including historic population growth, age and income characteristics of the population, and the condition of the housing stock. The primary data sources for this section include:

- 1990 Census
- 1997 Department of Finance Population and Housing Estimates
- Association of Bay Area Governments (ABAG) Projections 1998.

While the 1990 Census data is more than eight years old, it is still the most detailed and accurate data available for describing the housing and demographic characteristics of the City of East Palo Alto. [Every four years, the Census Bureau conducts the American Housing Survey (AHS) on 47 Primary Metropolitan Statistical Areas (PMSAs). Data from the AHS is only available at the PMSA level. Each PMSA sample in the AHS covers 4,800 housing units. For the San Francisco-San Mateo PMSA, which reported about 550,000 housing units in 1990, the 4,800-unit survey represents only a one percent sample. Given that the housing and demographic characteristics of East Palo Alto differ substantially from those of the PMSA, the AHS is not an appropriate data source for the City.]

Population Characteristics

Population Growth

The population of East Palo Alto has grown slowly for the past two decades. The 1980 Census counted 18,191 residents. The 1990 Census counted 23,451 residents, an increase of 5,267 residents or 28.9 percent over the ten-year period. The State Department of Finance estimated a January 1997 population of 25,051 residents in East Palo Alto, representing a 7-percent increase over the 7-year period.

However, based on population projections prepared by the Association of Bay Area Governments (ABAG), population in East Palo Alto is expected to grow to 27,900 by the year 2000 and to 32,100 by 2010 (ABAG, *Projections 98*, 1997). These projections represent an increase of more than 11 percent between 1997 and 2000, or a combined 19-percent increase between 1990 and 2000, as well as a 15-percent increase between 2000 and 2010. ABAG ranks East Palo Alto as the fourth fastest growing community in San Mateo County between 2000 and 2020, just behind the cities of Half Moon Bay and Brisbane, and the unincorporated areas of Half Moon Bay. These population growth trends are presented in Table H-2.

Table H-2
Population Growth

Year	Population	10-Year % Increase
1980	18,191	---
1990	23,451	28.9%
2000	27,900	19.0%
2010	32,100	15.1%
2020	34,600	7.8%

Source: ABAG, *Projections 98*, 1997.

Age Distribution

According to the 1980 and 1990 Census, the City has a higher than average percentage of youth and a lower than average proportion of elderly residents than the County as a whole (see Table H-3). In 1990, median age in East Palo Alto was only 26.7, compared to the County's 34.8.

Table H-3
Age Distribution

Age Group	% of Total Population	
	1980	1990
Under 18 Years	34.0%	32.8%
Between 18 and 64	60.0%	61.6%
65 Years or Older	6.0%	5.6%

Source: U.S. Census, 1980 and 1990.

Race and Ethnicity

The racial and ethnic composition of East Palo Alto residents presented in the 1990 Census suggests that the population is ethnically diverse (see Table H-4). As the largest racial/ethnic group in East Palo Alto, Black residents accounted for over 41 percent of the City's 1990 population. The second largest group is Hispanic residents,

accounting for over 36 percent of the total population.

Table H-4
Race and Ethnicity: 1990

Race/Ethnicity	No. of Persons	% of Total Population
Black	9,727	41.5%
Hispanic	8,527	36.4%
White	2,832	12.1%
Asian	2,168	9.2%
Other	197	0.8%
Total	23,451	100.0%

Source: U.S. Census, 1990.

Household Income

Household income can typically be expressed as either median or mean income. Median household income represents the income level at which 50 percent of the households earn incomes above that level and 50 percent of the households earn incomes below that level. Mean household income is the overall average income of all households. Both the federal and state housing programs use median household income to determine income limits for program eligibility. However, the ABAG's *Projection 98* study provides income projections based on mean household income.

East Palo Alto has a substantial low-income population. While based on ABAG estimates, the mean household income for East Palo Alto is projected to increase by more than 30 percent between 1990 and 2010 (after adjustment for inflation), it will also consistently fall below the County average. As seen in Table H-5 on the page 6, mean household income for East Palo Alto is expected to hover around 58 to 60 percent of

the County average during the 30-year period between 1990 and 2020.

As shown in Figure H-1 on page 6, mean household income in San Mateo County also is projected to grow at a faster rate than in East Palo Alto.

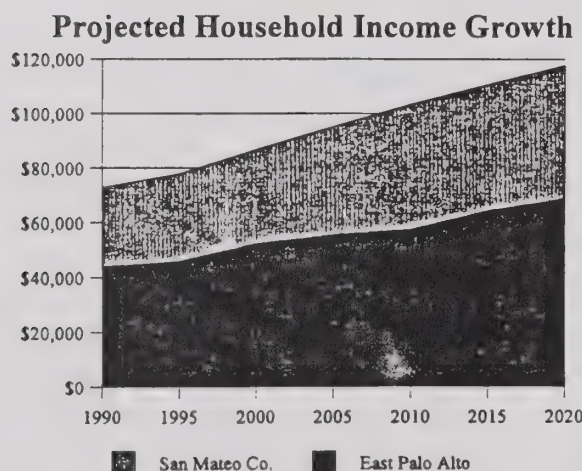
Table H-5
Mean Household Income
in Constant 1995 Dollars

Year	East Palo Alto (EPA)	San Mateo County	EPA as % of County
1990	\$43,918	\$72,898	60.2%
1995	\$45,900	\$77,900	58.9%
2000	\$52,300	\$86,800	60.3%
2005	\$55,600	\$95,300	58.3%
2010	\$57,600	\$103,500	55.7%
2015	\$64,400	\$110,800	58.1%
2020	\$68,800	\$117,700	58.5%

Source: ABAG, *Projections 98*, 1997.

Note: Median income estimates are not provided in the ABAG projections.

Figure H-1



Housing Characteristics

Housing Inventory

In 1980, 6,848 units were counted in East Palo Alto by the U.S. Census. The 1990 census count indicated the total number of housing units in East Palo Alto at 7,351. This indicates a total net increase from 1980 to 1990 of 503 units. Between 1990 and 1997, the City recorded the construction of 94 housing units and a loss of 145 units due partially to demolitions and partially to the recategorizing of "other" housing units such as vans, tents, and RVs, resulting in a net loss of housing units. The State Department of Finance estimates the 1997 housing inventory for East Palo Alto at 7,300 units, representing a net loss of 51 units over the 7-year period. In tandem with the declining housing stock, the number of households in the City also declined from 6,953 in 1990 to 6,905 in 1997.

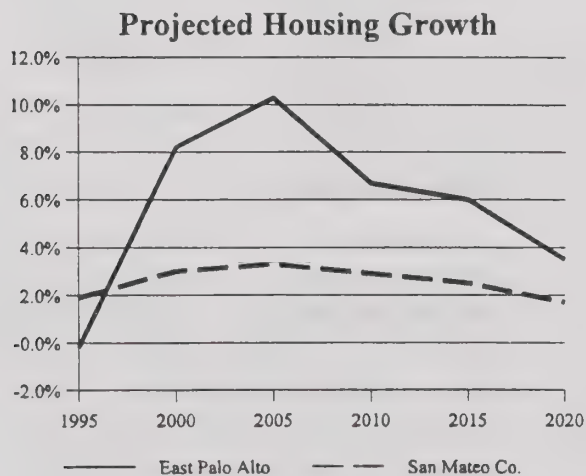
However, as one of the few communities in the Silicon Valley with available land for residential and commercial/industrial development, East Palo Alto is projected by ABAG to experience significant household growth beginning in the near future. (Table H-6 and Figure H-2). Percentage increase in households in East Palo Alto is expected to exceed the County average beginning in the late 1990s. As shown in Figure H-2, projected household growth in San Mateo County is leveled around two to three percent; whereas, East Palo Alto is projected to experience rapid increases, peaking in 2005 and leveling off in 2020.

Table H-6
Household Growth

Year	East Palo Alto			County 5-Year Growth
	No. of Households	5-Year Growth		
		No.	%	
1990	6,953	---	---	---
1995	6,940	(13)	-0.2%	1.9%
2000	7,510	570	8.2%	3.0%
2005	8,280	770	10.3%	3.3%
2010	8,850	570	6.7%	2.9%
2015	9,380	530	6.0%	2.5%
2020	9,710	330	3.5%	1.7%

Source: ABAG, *Projections 98*, 1997.

Figure H-2



Housing rehabilitation, however, has occurred much more rapidly, with 119 permits for substantial rehabilitation (\$30,000 or more) approved in the past five years. This indicates that efforts to conserve existing affordable housing have been somewhat successful. Despite these efforts, a large number of homes remain substandard. A random survey of 600 dwellings conducted in June 1990 revealed 19 percent to be in need of substantial rehabilitation and roughly 2 percent to be dilapidated. Applying these percentages to the entire 1997 housing stock results in an

estimate of 1,390 units in need of substantial rehabilitation and 150 to be dilapidated.

Overcrowding The City's average household size has remained consistently above the County average. ABAG expects average household size in East Palo Alto will continue to increase until 2005 (see Table H-7). Currently, the State Department of Finance estimates an average household size of 3.57 in East Palo Alto and 2.77 in San Mateo County.

Overcrowded conditions in East Palo Alto were recorded for 1,940 units (28 percent of the City's occupied housing stock) in the 1990 Census, based on the federal standard of more than one person per room constituting overcrowding. According to the Census, 604 owner-households and 1,336 renter-households were living in overcrowded conditions, representing 21 percent of the owner-households and 33 percent of the renter-households in 1990. Among the overcrowded owner-households, 55 percent (331) were considered severely overcrowded with more than 1.5 persons per room, and among the overcrowded renter-households, 72 percent (957) were severely overcrowded.

Table H-7
Average Household Size

Year	East Palo Alto (EPA)	San Mateo County
1990	3.31	2.64
1995	3.56	2.74
2000	3.65	2.83
2005	3.65	2.84
2010	3.59	2.82
2015	3.55	2.80
2020	3.53	2.80

Source: ABAG, *Projections 98*, 1997.

Housing Type and Tenure

Diversity in the types of housing available within a community ensures households of all income levels, ages, and sizes the opportunity to find housing suited to their needs.

Compared to San Mateo County, East Palo Alto has a higher proportion of multi-family housing units as shown in Table H-8. Multi-family units typically provide the largest source of both rental and affordable home ownership opportunities in a community. However, there are few condominium units in the City. The majority of the City's multi-family units are rental units concentrated west of the Bayshore Freeway.

Residential mobility is influenced by tenure, with ownership housing evidencing a much lower turnover rate than rental housing. Housing cost burden, while faced by many households regardless of tenure, is far more prevalent among renters. In 1980, 45 percent of the housing stock in East Palo Alto was owner-occupied compared to 60 percent in the County as a whole. By 1990, the proportion of owner-occupied housing had fallen to 42 percent, representing 2,900 owner-households, compared to 4,053 renter-households. In comparison, the County's proportion of owner-occupied housing units remained constant between 1980 and 1990 at 60 percent of the total occupied units.

**Table H-8
Housing Unit Type**

Type	East Palo Alto			San Mateo Co. 1997 % of Total
	1990 % of Total	1997		
		No.	% of Total	
Single-Family	51.3%	3,803	52.1%	64.9%
Multi-Family	44.0%	3,235	44.3%	33.8%
Mobile Homes	4.7%	262	3.6%	1.4%
Total	100.0%	7,300	100.0%	100.0%
Occupied	94.6%	6,905	94.6%	96.1%
% Vacant	5.4%		5.4%	3.9%

Sources:

1. State Department of Finance, 1997.
2. U.S. Census, 1990.

Housing Affordability

The affordability of housing is affected by housing prices and household income.

Ownership Housing Costs

East Palo Alto offers some of the most affordable housing opportunities in the Silicon Valley. Median value of single family homes in East Palo Alto, as of November 1997, was reported at \$170,000 by the Peninsula West Valley Association of Realtors, as compared to the County median of \$389,000. Table H-9 compares the current (November 1997) and 1995 and 1996 year end summaries of housing prices in East Palo Alto and San Mateo County.

**Table H-9
Housing Sales Data**

Place	No. of Sales	Median Price	Average Price	New Listings
1995 Year End Summary - Condominiums				
East Palo Alto	5	\$109,000	\$91,100	22
San Mateo County	1468	\$200,000	\$216,213	2144
1996 Year End Summary - Condominiums				
East Palo Alto	8	\$125,000	\$123,650	10
San Mateo County	1,059	\$184,500	\$211,660	2,365
1995 Year End Summary - Single-Family homes				
East Palo Alto	101	\$144,000	\$144,408	190
San Mateo County	5,312	\$326,500	\$471,279	7,501
1996 Year End Summary - Single-Family Homes				
East Palo Alto	78	\$155,000	\$151,655	210
San Mateo County	4,239	\$315,000	\$400,521	6,019
November 1997 - Single-Family Homes				
East Palo Alto	3	\$170,000	\$166,666	8
San Mateo County	429	\$329,405	\$427,801	354

Note: No condominium sales in East Palo Alto were recorded for November 1997.

Source: Peninsula West Valley Association of Realtors, January 1998.

As shown in this table, while housing prices in East Palo Alto have been rising, they are still far more affordable than prices in other parts of the County. However, East Palo Alto has few condominium or townhome units available on the market. The 1990 Census recorded only 248 condominium units in the City. Condominiums are typically considered a more affordable homeownership option than single family homes.

Rental Housing Costs

The 1990 Census reported median monthly rent at \$532. Recent rental advertisements in the *Palo Alto Weekly* indicate a studio apartment was renting at \$475, a one-bedroom apartment was renting at \$844, and a two-bedroom apartment was renting at \$920.

The cost of rental housing in East Palo Alto is subject to provisions of the Rent Stabilization

Ordinance adopted by the City in 1986. This ordinance affects approximately 2,600- 2,700 of the renter-occupied housing units in East Palo Alto, or about 60-70% of the rental stock. Those units which are not covered by the Ordinance are comprised primarily of rental properties consisting of four units or less. Approximately 100 additional multi-family units have become exempt from the rent stabilization provisions of the Ordinance as a result of having been substantially rehabilitated in accordance with the Ordinance's provisions.

In 1995, the State legislature passed the Costa-Hawkins Rental Housing Act, which will gradually eliminate any limits on rent increases that may be charged when a tenant voluntarily vacates an apartment unit or is evicted for non-payment of rent. Landlords will be allowed to increase rents in phases

between 1996 and 1999. Beginning January 1, 1999, rent increases on vacated units will be de-regulated. The City has been relying on the rent stabilization ordinance to preserve the affordability of the City's existing housing stock. With the passage of the Costa-Hawkins Act, it is imperative that the City explores other means to provide and preserve affordable housing in the City.

Income to Housing Cost Correlation

Table H-10 provides estimates of the maximum affordable housing payment by income category and the number of East Palo Alto households that fall into each category. The total number of households is based on the January 1, 1997 DOF (State Department of Finance) estimate, the distribution of households into different income categories is estimated based on the 1990 Census, and the income figures are interpolated from ABAG's 1998 projection for East Palo Alto.

Based on the recent and current home sales prices in East Palo Alto, homeownership is not typically affordable to most very low households. Low income households may be able to afford the current home sales prices if the right financial opportunities are available, such as bank-offered first-time homebuyer programs, and Fannie Mae, FHA, and other state or federal programs. Also, the rental rates for large rental units are also beyond the affordability limits of most very low income households.

According to the 1990 Census, 33 percent (957) of the owners and 50 percent (2,026) of the renters in East Palo Alto paid more than 30 percent of their gross income on housing, the State and Federal standard for housing overpayment. A recent ABAG study estimated that 50 percent of all lower-income homeowners and 76 percent of all lower-income renters in East Palo Alto are

presently overpaying for housing. Based on an estimated 4,177 lower income households in the City in 1997 (Table H-10) and relatively stable proportion of homeownership since 1990 (42 percent owners and 58 percent renters) due to limited housing construction activities, it is estimated that 877 lower-income owners and 1,841 lower-income renters are currently overpaying for housing.

Although housing price increases slowed somewhat during the last months of 1989 and the first half of 1990, much of this "softening" has been in the upper end of the market with rents and prices for apartments, condominiums and entry level homes remaining firm.

The only lower and moderate income East Palo Alto residents who are not likely to be spending more than the standard 30 percent of their incomes on housing are those who occupy subsidized or substandard units and those who purchased their homes prior to the rapid escalation of housing prices in the 1980s. Renters and recent home purchasers, as well as prospective home buyers, face serious affordability problems in the existing local housing market.

Table H-10
Estimated Mean Household Incomes in East Palo Alto and
Affordable Housing Costs

Income	1997 No. of Households	Percent	Estimated 1997 Mean Income	Estimated Mean Monthly Income	Maximum Affordable Monthly Housing Costs	Maximum Affordable Home Prices
Very Low Income	2,541	36.8%	\$24,230	\$2,019	\$608	\$76,520
Low Income	1,636	23.7%	\$38,768	\$3,231	\$969	\$121,954
Moderate Income	1,422	20.6%	\$58,152	\$4,846	\$1,454	\$182,994
Upper Income	1,306	18.9%	>\$58,152	>\$4,846	>\$1,454	>\$182,994

Notes:

1. Monthly affordable housing costs include utilities, insurance, property taxes, and other costs, if applicable.
2. Affordable home prices are estimated based on the mortgage payments supportable by the monthly affordable housing cost, less 20% for insurance, utilities, property taxes, and maintenance. Mortgage payments are based on a 30-year mortgage loan at an interest rate of 7.5%, and a 10% downpayment.

Sources:

3. 1990 Census data for income distribution.
4. 1997 Department of Finance estimates of total number of households.
5. ABAG *Projections 98* for mean household incomes.

Determination of Housing Needs

Housing Needs: 1988-2000

Article 10.6, Section 65588 of the Government Code assigns responsibility for the determination of local housing needs within Bay Area communities to ABAG. East Palo Alto's total projected need for the 1988-1995 time-period was 956 units, according to ABAG. Given the extension of the existing Housing Element cycle to June 30, 2000, the City will have this extended time frame to demonstrate adequate sites and provide programs to address its stated share of regional housing needs. These 956 units are to be distributed by income category as follows:

- Very Low Income: 239
- Low Income: 163
- Moderate Income: 201
- Above Moderate: 353
- Total: 956

The income categories are based on County Median Family Income rather than City-specific statistics. However, as average household income levels in East Palo Alto fall well below the County's average, an added goal for the City is to see the lower-income units developed with sufficient subsidy levels to be actually affordable to East Palo Alto's very low- and low-income residents. Furthermore, due to the relative affordability of the City's housing prices compared with the County, market rate projects in the City technically fall within the moderate-income

affordability limits, with market rate rentals falling within low income affordability limits.

A variety of housing assistance is currently available to East Palo Alto residents. In addition to Section 8 certificates and vouchers available to very low income residents, the City also contains more than 280 housing units subsidized through various HUD programs. This figure includes the Light Tree project (99 units,) Runnymede Gardens (78 units), the Woodlands (23 units), housing units built by non-profit organizations (Habitat for Humanity - 40 units, Mid-Peninsula Housing - 38 units), and CDBG assisted single family homes. The City also has more than 600 units that have received rehabilitation assistance from the County over the past 15 years. However, some of the federally-funded housing programs, such as the Section 8 Certificate and Voucher program, may be in jeopardy due to funding uncertainties at the federal level. This issue is discussed later in the "Analysis of Constraints to Housing Development."

Analysis of the Needs of Homeless Residents

Estimated Number of Homeless

In December 1994, the San Mateo County Human Services Agency initiated a study of the overall extent, causes, and solutions to homelessness in San Mateo County. The study, entitled *San Mateo County Homeless Needs Assessment*, indicates that a total of

2,432 unduplicated homeless households were served by various providers in San Mateo County during 1994. These households include 2,469 adults and 1,850 children for a total of 4,499 persons who experienced an episode of homelessness and sought services in San Mateo County during 1994. (This 1994 count of homeless population documents fewer homeless individuals than were reported in the 1990 Report *Living in the Shadow of Affluence* where a total homeless population of 8,665 was reported. According to the study, this difference is due primarily to an improved counting method which ensures against duplication and not to a decline in the overall extent of homelessness in San Mateo County.)

The 1994 Homeless Needs Assessment does not provide homeless data at the local level. Given that East Palo Alto's current population is about 3.6 percent of the County total, if the City assumed its fair share of the County homeless population, it would account for approximately 162 persons. The 1990 Census counted 57 homeless in emergency shelters and 64 homeless visible near streets for a total of 121. Although the City's higher-than-average rates of poverty and unemployment suggest the possibility of homelessness in excess of the City's population percentage, other factors, such as rent control and an above-county-average vacancy rate of 5.4 percent, may be serving to alleviate homelessness. Thus, until a more reliable indicator is available, the City's overall proportion of the County's population will be used to estimate local homelessness.

**Quantification
of Available
Homeless
Assistance
Resources**

Shelters and homeless assistance programs are the main resources available to homeless residents of San Mateo

County. According to information provided by the San Mateo County, there are 475 shelter beds available to the homeless persons in San Mateo County. These include both winter emergency shelter beds and year-round transitional housing facilities for homeless.

In addition to the County-wide programs, local resources are available to serve the homeless. The Woodlands, for example, is a recently completed long-term transitional facility that provides housing for 23 large families. Preference for this facility is given to East Palo Alto residents. Also, Families in Transition provides support services to homeless and at-risk individuals and families and the Theo Bowman House (formally Harriet Tubman House) provides services for drug-dependent women and their children.

While most of the City's homeless residents probably receive some form of assistance, the assistance may be inadequate to fully resolve their shelter needs. Rather than a shortage of existing programs, the City and County are confronted by limited program effectiveness in the face of accelerating housing affordability problems. As the City's economic condition improves, redevelopment tax-increment revenues and/or CDBG funds may be used to augment or upgrade existing shelters and programs.

**Continuum of
Care Strategy**

As part of its strategy to address the homeless issues in the County, the San Mateo County Housing Division developed a "continuum of care" strategy which consists seven components: prevention; outreach, assessment, and intake; emergency shelter; transitional housing; support services; permanent supportive housing; and permanent housing. The strategy provides an inventory

of existing services and facilities for the homeless and identifies service gaps where future Emergency Shelter Grants and other homeless funds should be expended. The Continuum of Care strategy is developed to provide a comprehensive array of services and housing options for the homeless and to maximize the effectiveness of limited funding.

Other Special Needs Groups

Special needs groups identified in this Housing Element include elderly residents, disabled, large families, and female-headed households. The following table illustrates the proportion of each category in relation to the population as a whole.

Table H-11
Special Needs Groups: 1990

Type	No.	% of Total
Total Households	6,953	100.0%
Elderly-Headed Households	841	12.1%
Large Households (5+ persons)	1,672	24.0%
Female-Headed Families	1,259	18.1%

Source: U.S. Census, 1990.

Elderly Residents

According to the 1990 Census, East Palo Alto has 841 households headed by residents 65 or older, representing 12.1 percent of the City's total households. Countywide, the 1990 Census reported 20 percent of elderly-headed households. While the Countywide population over the age of 65 has increased from 10 to 12 percent from 1980 to 1990, the same age cohort in East Palo Alto

is significantly smaller: 5.6 percent; and has declined from six percent in 1980. Elderly residents may have special housing needs in terms of affordability (due to their often fixed incomes) and design (due to their physical limitations).

The majority of East Palo Alto's senior households are homeowners. According to the 1990 Census, 62 percent of those aged 65 to 74 and 70 percent of those aged 75 and older are homeowners, compared with a homeownership rate of only 44.5 percent citywide. Overall, two-thirds (557) of the City's elderly households were homeowners and only one-third (284) were renters. Further, as many of the homes occupied by the elderly were purchased many years ago, the ongoing debt service is limited. Nonetheless, 66 percent of all seniors pay over 35 percent of their gross income toward housing costs. Further, ongoing maintenance costs can be particularly onerous, especially for lower-income homeowners.

While 20 percent of all adults in East Palo Alto are considered to live below the poverty level, 15 percent of the City's senior population are considered poor by this standard. The City has a 73-unit subsidized senior apartment project known as Runnymede Gardens. Discussions with the on-site manager indicated that there are rarely vacancies for any sustained period of time for the project. However, most persons on the waiting list can typically be accommodated within six months to one year. There are also several board-and-care homes targeted to seniors. The availability of low-cost rental housing for the elderly suggests that it is senior homeowners among the elderly that face the greatest housing affordability problems, particularly in relation to maintenance costs.

Based upon the above profile, the housing programs that address the most apparent housing needs of the elderly include low-cost rehabilitation loans, a home sharing program to provide roommates to senior homeowners in need of additional income or some form of in-kind assistance, and the continued production of second units. The City will encourage construction of senior housing and maintaining this housing for seniors. The City will also encourage development of affordable senior housing by non-profit developers, innovative senior housing design which incorporates shared living quarters, and other design features that respond to the needs of seniors.

Disabled Residents

Approximately 20 percent (3,253) of the City's population aged 16 or over reported a work disability, a mobility limitation, and/or a self-care limitation in 1990. Although not all disabled persons require special housing, those with severe mobility constraints need specially designed units that are located near transportation, shopping and services. The City currently enforces all handicapped building standards set forth in the most recent Uniform Building Code.

Large Families

In 1990, the City's average household size (3.31) exceeded the San Mateo County average (2.64) by more than 25 percent. These figures from the 1990 Census are supported by comments from local service providers, indicating that the number of cases involving large families continues to be a major concern in East Palo Alto. Households with five or more members comprise about 24 percent of all East Palo Alto households. There are presently 1,672 large households existing in

the City, according to the 1990 Census. Of these, 54 percent are renter-occupied and 46 percent are owner-occupied households. In spite of the significant number of large families, the City's housing stock is made up of relatively small average size homes. Of all the units in the City, 69 percent have two bedrooms or less, 27 percent have three bedrooms and only 4 percent have four or more bedrooms. The vast majority of the larger units are owner-occupied, placing large renter-households at risk of overcrowding. Of the City's rental units, only 11 percent are three-bedroom units and 2 percent are four-bedroom or more.

In response to the tremendous need for family housing, the vast majority of affordable units developed by non-profit organizations in East Palo Alto since 1988 have been targeted to this population. The Woodlands, a 23-unit rental project for transitional family housing, was developed by the Mid-Peninsula Housing Corporation and includes on-site counseling, a preschool and other services for families. Mid-Peninsula also developed the 38-unit rental project on Gloria Way for very low-income families. Habitat for Humanity also developed 24 homes for very low- and low-income families. Furthermore, six affordable three- and four-bedroom homes were developed by the California Family Foundation, and Innovative Housing is providing temporary shelter to four families.

The City will continue to demonstrate its support for affordable family housing through expedited approvals where staffing permits by waiving Planning and Building Permit fees whenever economically feasible, and by committing housing set-aside funds toward larger multi-family units when tax increment funds are generated through the City's redevelopment efforts.

**Female-
Headed
Households**

The 1990 Census documented 1,259 female-headed families in East Palo Alto. This represents about 18 percent of the total households in the City. Of these, 32 percent live below the poverty level. Furthermore, 29 percent of the female-headed families with children live below the poverty level.

Most social service providers in San Mateo County believe the needs of female-headed households have expanded more rapidly than those of other special needs groups. The housing needs of female-headed families often center around affordability and proximity to schools, day care centers and recreational facilities. Innovative shared living arrangements featuring shared cooking, laundry and child care facilities may be especially appropriate to meet the needs of female-headed households.

The City will encourage non-profit organizations to develop larger-unit affordable housing projects through programs discussed under large families, through promotion of the Home Sharing Program and through the dedication of Housing Set-Aside Funds for future projects.

Farm Workers

Agriculture once comprised a significant component of the East Palo Alto's labor force. However, the current number of jobs in agriculture and mining in the City is estimated by ABAG at only 40. ABAG further projects the number of agricultural and mining jobs to continue to decline, from 40 in 1995 to 30 in 2010. Because of their small and declining numbers, the housing needs of these-workers can probably be accommodated without the need for specially targeted programs.

Inventory of Sites Suitable for Residential Development

By law, the Housing Element is required to assess the availability of vacant and underutilized sites for residential development. Through a parcel-by-parcel comparison of the City's existing land uses and proposed general plan designations, as well as field surveys, the City identified 46 sites considered to be suitable for residential development. In some instances, several parcels are bundled as one site, acknowledging the potential for future subdivision. The sites are identified in Figure H-3 on page 18.

Feasibility Ranking

Among the 46 sites identified in Figure H-3, 28 are considered as suitable for residential development in the near term. These 28 sites are shown in Table H-12, each site receiving a feasibility ranking that is based on its current status and potential for development or redevelopment in the near term. The following feasibility ranking is used:

- A: Sites with proposals/applications for development.
- B: Sites that are currently vacant.
- C: Sites that are currently underutilized and are located within redevelopment project areas.

Sites with a feasibility ranking of A have the highest potential for residential development

within the time-frame of this Housing Element (1988-2000) or shortly after. These sites exhibit high market potential because they have already attracted interested developers.

Sites with a feasibility ranking of B are considered to have high development potential because they are vacant sites in existing residential neighborhoods. As projected growth in the City and in the region begin to materialize, pressure for increased affordable residential development would make these sites attractive to developers.

Sites with a feasibility ranking of C are considered to have moderate potential for redevelopment. As redevelopment efforts in the City accelerate, recycling of these "Category C" sites for higher intensity uses would become increasingly feasible.

Table H-13 on page 21 summarizes the residential development potential of the 28 sites by feasibility ranking. The inventory indicates that the City can potentially achieve an additional 1,282 housing units on these 28 sites. These unit counts represent net increases, accounting for the net losses of housing units resulting from potential demolition in the redevelopment project areas.

The remaining 18 of the 46 sites identified are underutilized sites that are not likely to be redeveloped in the near term. Nevertheless, these sites are presented in this Housing Element to indicate additional capacity for residential development beyond the near term and to allow the City to monitor its overall site inventory. The residential development potential of these 18 sites are summarized in Table H-14.



24 Site Number (refer to Table H-12)

City Boundary

East Palo Alto
General Plan

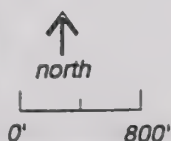


Figure H-1
Residential Site Inventory

Table H-12
Residential Site Inventory by General Plan Designation

Site No.	Area in Acres	No. of Parcels	Current Status	Potential Unit Increase					Feasi- bility Ranking
				Potential Units		Existing Units	Net Increase		
				Low	High		Low	High	
Low/Medium Density Residential (2 - 8 units per acre)									
7	0.64	1	New subdivision with vacant lots		4	2		2	A
18	0.94	2	New subdivision with vacant lots		5	2		3	A
46	0.29	2	Existing single-family homes		4	2		2	A
8	0.49	1	Vacant	1	4	0	1	4	B
9	0.87	1	Vacant	1	7	0	1	7	B
10	0.39	1	Vacant	1	3	0	1	3	B
16	0.14	1	Vacant		1	0		1	B
19	0.30	1	Vacant	1	2	0	1	2	B
20	0.32	1	Vacant	1	3	0	1	3	B
21	0.28	1	Vacant	1	2	0	1	2	B
28	0.49	1	Vacant	1	4	0	1	4	B
29	0.94	1	Vacant	1	8	0	1	8	B
33	0.90	1	Vacant	1	7	0	1	7	B
39	1.01	1	Vacant	1	8	0	1	8	B
Total	8.00	16		10	62	6	10	56	
Medium/High Density Residential (9 - 17 units per acre)									
34	5.29	3	Existing vacant with project proposed - Shore Breeze II		54	1		53	A
Total	5.29	3		0	54	1	0	53	
High Density Residential (18 - 40 units per acre)									
44	3.51	2	Proposed multi-family project to replace existing mobile home park		72	62		10	A
3	1.71	2	Vacant	31	68	0	31	68	B
4	1.34	2	Vacant	24	54	0	24	54	B
5	1.08	5	Vacant/existing single-family homes	19	43	4	15	39	B
22	1.39	2	Commercial/vacant	25	75	0	25	75	B
35	1.06	4	Vacant	19	42	0	19	42	B
45	0.69	1	Burned out homes	12	28	3	9	25	B
43	10.37	1	Existing mobile home park	187	415	117	70	298	C
Total	21.15	19		317	797	186	193	611	

Table H-12
Residential Site Inventory by General Plan Designation

Site No.	Area in Acres	No. of Parcels	Current Status	Potential Unit Increase					Feasibility Ranking
				Potential Units		Existing Units	Net Increase		
				Low	High		Low	High	
Commercial/Mixed Use (16 units per acre)									
2	6.29	2	vacant with proposal for mixed use development		100	0		100	A
23	0.97	2	Commercial		16	0		16	C
24	1.35	6	Commercial		22	0		22	C
Total	8.61	10		0	138	0	0	138	
Industrial Buffer and Live/Work (10 units per acre)									
13	26.79	35	Existing agricultural, industrial, and residential uses		268	6		262	C
Gateway/101 Specific Plan									
42	34.88	23	Planned Low/Med Density		26	28		(2)	A
			Planned Med/High Density		111	0		111	
			Planned High Density		332	177		155	
Total	34.88	23		0	469	205	0	264	
University Circle			Existing high density apartments	0	0	102	(102)	(102)	
Total	104.72	106		327	1,788	506	101	1,282	

Notes:

1. In general, each legal Low/Medium Density Residential parcel is assumed to be able to accommodate at least one unit.
2. Residential densities: Low/Medium Density = 2 - 8 units per acre; Medium/High Density = 9 - 17 units per acre; High Density = 18 - 40 units per acre; Mixed Use = 16 units per acre; Industrial Buffer = 10 units per acre.
3. University Circle is not a potential residential development site. However, 102 existing units will be removed from this area due to redevelopment activities. Demolition is expected to occur in 1999, aligning the redevelopment time frame of this site with that of sites given a feasibility ranking of A. All units in University Circle are assumed to be very low income units.

Source: Cotton/Beland/Associates, April, 1998.

Table H-13
Summary of Development Potential

Feasibility Ranking	Residential Designation	Density	Net Increases in Units	
			Low	High
A	Low/Medium Density	2 - 8 units per acre	0	7
	Medium/High Density	9 - 17 units per acre	0	53
	High Density	18 - 40 units per acre	0	10
	Mixed Use Commercial	16 units per acre	0	100
	Gateway/101 Specific Plan		0	264
	University Circle		(102)	(102)
	Total A:		(102)	332
B	Low/Medium Density	2 - 8 units per acre	10	49
	High Density	18 - 40 units per acre	123	303
	Total B:		133	352
C	High Density	18 - 40 units per acre	70	298
	Mixed Use Commercial	16 units per acre	0	38
	Industrial Buffer/Live/Work	10 units per acre	0	262
	Total C:		70	598
Total			101	1,282

Source: Cotton/Beland/Associates, April, 1998.

Table H-14
Additional Sites for Residential Development
(Beyond the Current Housing Element Cycle)

Site No.	Area in Acres	No. of Parcels	Current Status	Potential Unit Increase				
				Potential Units		Existing Units	Net Increase	
				Low	High		Low	High
Low/Medium Density Residential (2 - 8 units per acre)								
15	4.00	4	Agricultural/vacant	8	32	0	8	32
17	1.66	2	Agricultural	2	13	0	2	13
26	0.86	1	Agricultural	1	7	0	1	7
27	0.93	1	Agricultural	1	7	0	1	7
30	0.46	1	Agricultural	1	4	0	1	4
31	2.25	4	Agricultural	4	18	0	4	18
32	0.80	1	Agricultural	1	6	0	1	6
40	2.35	3	Agricultural/vacant	2	19	0	2	19
41	0.52	1	Agricultural	1	4	0	1	4
Total	13.83	18		21	110	0	21	110
Medium/High Density Residential (9 - 17 units per acre)								
1	6.63	2	Institutional	60	113	0	60	113
11	0.69	1	Agricultural	6	12	0	6	12
12	7.31	6	Existing agricultural with project proposed - Shore Breeze I		63	2		61
14	5.52	37	Existing single-family homes	50	94	37	13	57
25	2.98	16	Institutional/single-family residential	27	51	15	12	36
36	0.60	1	Existing single-family homes	5	10	1	4	9
37	0.92	2	Existing single-family homes	8	16	2	6	14
38	3.95	9	Existing single-family homes	36	67	9	27	58
Total	28.60	74		192	426	66	128	360
High Density Residential (18 - 40 units per acre)								
6	1.39	8	Single-family residential and institutional	25	56	7	18	49
Total	1.39	8		25	56	7	18	49
Total	43.82	100		238	592	73	167	519

Source: Cotton/Beland/Associates, April, 1998.

Redevelopment Replacement Housing Obligations

The City of East Palo Alto has three Redevelopment Project Areas - University Circle, Gateway/101, and Ravenswood. Combined, these three project areas have a total of more than 300 residential units that would be removed to accommodate redevelopment. The specific guidelines for the relocation process are governed by a myriad of laws. In brief, Redevelopment Law requires that the Redevelopment Agency replace all of the units within four years, and that 75 percent of the replacement units be at comparable rent or ownership rates. In addition, the Agency must provide residents with moving expenses and rental assistance to make up the difference between 30 percent of gross monthly income and the cost to occupy an alternate unit for a period up to 4 years.

A mixed use professional office/hotel development has been proposed in the University Circle Redevelopment Project Area. A replacement housing plan is being prepared for the proposed project. The draft plan found that 102 low and very low income units will be displaced as a result of redevelopment activities. All but one of the units are rentals and most are one-bedroom units. Redevelopment of the University Circle is anticipated to occur during 1999.

Approximately 177 multi-family rental units and 28 single-family homes in the Gateway 101 Project Area are expected to be removed. Development plans for the area include a regional retail center, neighborhood commercial area, community facilities and about 470 residential units. To date, 14 housing units in the Gateway 101 Project Area

have been demolished, with another 191 units to be demolished later.

Redevelopment of the Ravenswood Project Area would remove one existing housing unit in the project area.

The most critical issue for purposes of the Housing Element is the implication the replacement of these units has on the ability of the City to meet existing and future housing needs.

Habitat for Humanity, in coordination with Mid-Peninsula Housing Corporation, developed a 62-unit housing project in East Palo Alto. Among the 62 units, 38 are rental units owned and operated by Mid-Peninsula, with all 38 units deed-restricted for households with very low incomes (50 percent of the County Median Family Income (MFI)). Specifically, 60 percent of the rental units are deed-restricted for households with incomes less than or equal to 35 percent of the County MFI and the remaining 40 percent of the rental units are deed-restricted for households with incomes less than or equal to 50 percent of the County MFI. The other component of this project consists of 24 for-sale homes developed by Habitat for Humanity, with 70 percent of these homes deed-restricted for very low income households and the remaining 30 percent deed-restricted for low income households. All 24 for-sale homes and 19 of the 38 rental units are used as replacement housing for the Gateway 101 project and are counted toward the City's replacement obligation. For the Gateway 101 project, the City has a remaining replacement housing obligation of 162 housing units.

Remaining replacement housing obligations total 265 units, with 102 units incurred as a result of redevelopment activities in the University Circle Project Area, 162 units

incurred in the Gateway 101 Project Area, and 1 unit incurred in the Ravenswood Project Area.

The City's residential site inventory has already accounted for the total loss of housing units in redevelopment project areas. As indicated in Table H-12, the total loss of 205 housing units has already been subtracted from the plan to provide 469 units in the Gateway/101 Specific Plan to result in a net increase of only 264 units. The net loss of 102 units in the University Circle Project Area has also been subtracted from the site inventory. In fact, the site inventory overcompensates for replacement housing since 43 replacement housing units have already been provided for the Gateway 101 Project. Therefore, the provision of the City's remaining replacement housing obligation of 265 units relates more to the lower- and moderate-income use deed restrictions to be placed on future units than to the availability of sites to accommodate the units. The Redevelopment Agency has established policies and programs to address replacement housing needs (see Programs 5.1, 5.2, and 5.3).

According to the East Palo Alto Redevelopment Agency, between 1998 and 2000, the Agency would accumulate approximately \$400,000 in redevelopment set-aside funds available for expanding and preserving affordable housing opportunities.

Housing Construction Since July 1, 1988

According to the City's building permit records, 56 low density single-family homes and 38 medium density rental units have been

constructed since July 1, 1988. Among these 94 units constructed, 43 units (24 single-family homes and 19 rental units) are counted toward the City's replacement housing obligation for the Gateway 101 Project Area. The remaining 51 units can be counted toward the City's regional housing growth.

Regional Housing Needs

East Palo Alto's regional housing growth need as defined by ABAG for the 1988-2000 period is 956 units:

• Very Low Income:	239 units
• Low Income:	163 units
• Moderate Income:	201 units
• Above Moderate:	<u>353 units</u>
Total:	956 units

As of April, 1998, 51 of these units have been constructed. Thus, for the remaining Housing Element cycle, the City has additional regional housing need of 905 housing units.

The State Department of Housing and Community Development uses the following residential density thresholds to approximate affordability levels:

• Very Low Income	25 units/acre
• Low Income	18 units/acre
• Moderate Income	8 units/acre

Based on these thresholds, the 32 single-family homes developed since July 1, 1988 are assumed to be affordable to upper income households, and the 19 rental units are deed-restricted for very low income use. Thus, East Palo Alto's remaining regional housing needs are:

• Very Low Income:	220 units
• Low Income:	163 units

-
-
- Moderate Income: 201 units
 - Above Moderate: 321 units
 - Total: 905 units

Based on the City residential site inventory, the City has adequate sites in the feasibility rankings of A, B, and C to fulfill its remaining regional housing needs of 905 units. These sites are designated at the appropriate density levels to accommodate the housing needs of different income groups. Net residential development potential under the feasibility rankings of A, B, and C by income level is as follows:

- Very Low/Low Income: 611 units
- Moderate Income: 617 units
- Upper Income: 54 units
- Total: 1,282 units

As stated before, the City's site inventory represents a net increase in residential potential, accounting for the need to provide replacement housing. The remaining replacement housing obligation of 265 units relates more to the low and moderate income deed restrictions to be placed on the units than to the availability of sites.

Also, additional residential development capacity is available on sites shown in Table H-14. However, residential development potential on these sites is not counted toward the City's site inventory to accommodate regional and replacement housing needs for this Housing Element cycle.

Analysis of Constraints to Housing Development



Governmental Constraints

Section 65583(a)(4) of State Housing Element Law requires an analysis of potential and actual governmental constraints upon the maintenance, improvement or development of housing for all income levels. In the City of East Palo Alto, these potential and actual governmental constraints can be categorized as:

- Land Use Controls;
- Below Market Rate (Inclusionary) Housing Ordinance;
- Government entitlement permit requirements;
- On/off site improvement requirements;
- Rent Stabilization Ordinance requirements; and
- Resolution 884, Temporary Residential Building Moratorium.

Land Use Controls

State legislation requires that cities zone sufficient sites for residential use affordable to all economic segments, consistent with the needs identified in the local general Plan and Housing Element. With this Housing Element, the City commits to make every effort to comply with this state requirement, within the existing constraints, primarily that the municipal boundaries have been set and cannot generally be changed. The city is

completely surrounded by the boundaries of other cities: Palo Alto, Menlo Park, and San Francisco Bay.

The residential sites inventory developed in the previous section indicates the City has adequate available sites to address the City's share of regional housing needs.

General Plan

The East Palo Alto General Plan does not pose a significant constraint to housing development. The residential site inventory presented in the previous section indicates the City has adequate sites in all land use designations for future housing development. The General Plan designates the following residential densities:

- Low/Medium Density Residential (2 - 8 units per acre)
- Medium/High Density Residential (9 - 17 units per acre)
- High Density Residential (18 - 40 units per acre)

Under the General Plan, three commercial designations -- General, Neighborhood, and Office - allow for mixed use residential development of up to 16 units per acre along with commercial uses.

The General Plan further provides that conventional zoning standards may be waived for individual projects through the approval of a Planned Unit Development (PUD). Minimum standards for open space, lot size and parking are still upheld. Site development standards and other land use controls in East Palo Alto are similar to or less stringent than those found in other Peninsula jurisdictions

and do not, therefore, pose significant constraints to housing affordability.

Zoning Ordinance

The East Palo Alto Zoning Ordinance designates the land uses, height, bulk, density and parking standards throughout the City. This ordinance has been updated by locally adopted measures as appropriate to maintain consistency with the General Plan and state planning law.

Zoning districts provided for in the Zoning Ordinance are in conformance with the General Plan. The City has a wide range of residential zoning densities ranging from R-1 (Single-family) to R-M (Multi-family), with densities ranging from 8-40 dwelling units per acre (excluding density bonuses).

Building setback requirements for the three residential zones are provided in Table H-15. These requirements are considered typical and are not perceived by the development community as a constraint to housing development.

The City's Zoning Ordinance also establishes parking requirements for residential uses. For ownership dwellings, one parking space is required for each unit with zero or one bedroom, and two spaces are required for each unit with two or more bedrooms. For apartments, the parking requirements are: 1 space per studio unit or unit with 0 bedroom; 1.2 spaces per unit with 1 bedroom; 1.5 spaces per unit with 2 bedrooms; 2 spaces per unit with 3 or more bedrooms; plus 1 additional uncovered guest parking space for each 5 units.

Table H-15
Residential Setbacks

Zone	Setback Requirements
R1-5,000	Front: 20 ft. Side: 5 ft. Rear: 20 ft. (single-story); 30 ft. (multi-story) Height: 26 ft., 2 stories
R1-7,500	Front: 20 ft. Side: 10 ft. Rear: 20 ft. (single-story); 30 ft. (multi-story) Height: 26 ft., 2 stories
R1-10,000	Front: 25 ft. Side: 10 ft. Rear: 25 ft. (single-story); 35 ft. (multi-story) Height: 26 ft., 2 stories
R2	Front: 20 ft. Side: 10 ft. Rear: 20 ft. (single-story); 30 ft. (multi-story) Height: 26 ft., 2 stories
RM-500	Front: 50 ft. Side: 20 ft. Rear: 30 ft. Height: 75 ft.
RM-1,000	Front: 40 ft. Side: 10 ft. Rear: 30 ft. Height: 60 ft.
RM-2,000	Front: 30 ft. Side: 10 ft. Rear: 25 ft. Height: 30 ft., 2 stories
RM-3,000	Front: 20 ft. Side: 10 ft. Rear: 20 ft. Height: 30 ft., 2 stories

In 1990, the City passed an ordinance giving the Planning Commission authority to modify standards for maximum lot coverage and minimum setbacks without granting a variance to promote affordable housing. This ordinance enables the City to offset the adverse impact of certain land use controls on

housing affordability. A second ordinance, which was approved in 1990, allows for liberalized parking requirements in developments that provide affordable units.

These newly enacted provisions should largely eliminate local land use controls as a constraint to development.

Because the City has sufficient vacant and underutilized land in all zoning categories, the Zoning Ordinance is considered only a minor impediment to housing development. Requirements for on and off-site improvements, such as sidewalks and landscaping, are similar to or less stringent than those found in other Peninsula communities.

Building Codes

The latest edition (1994) of the Uniform Building Code is enforced in East Palo Alto. The City Building Department sees that new residences, additions, auxiliary structures, etc., meet all of the latest construction and safety standards. Building permits are required for any construction work.

Building code enforcement also is not a constraint to housing development or affordability. Building code enforcement has been limited due to extremely short staffing. For existing units, the City's one building inspector generally responds to complaints relating to health and safety issues, rather than noncompliance of the most recent building codes. A portion of the City's allocation of CDBG funds through the County has been earmarked for increasing code compliance in the most serious cases.

Permit Processing

Procedures and Streamlining: Building permits must be secured before commencement of any construction,

reconstruction, conversion, alteration or addition.

Approval of permit applications is based on conformity with the Zoning Ordinance, although the City has the power to grant variances from the terms of the ordinance within the limitations in the ordinance.

The City of East Palo Alto has been an active participant in the San Mateo County Economic Development Association (SAMCDA) Permit Streamlining Committee.

This committee is comprised of Community Development Directors and Building Officials representing the public sector, and various professionals representing the private sector from San Mateo County, i.e., architects, engineers, and representatives from the high tech industry.

The intent of the Permit Streamlining Committee is to standardize the building permit review process and to simplify the adopted Uniform Building Codes.

East Palo Alto staff have contributed valuable participation in the Permit Streamlining Committee and have implemented almost all recommended permit streamlining measures that have essentially cut the plan review and building permit issuance process to approximately three weeks.

Planning and Permit Fees: Planning and permit fees are summarized by Table H-16. In general, permit fees are similar to or lower than those in existence in other Peninsula communities and are not regarded as significant constraints to housing development. The City has not increased its planning or permitting fees since 1991.

Table H-16
Planning and Permit Fees

Building Permit/Plan Check ¹	\$1,774
Use Permit	\$500
Design Review	\$320
Variance	\$400
Tentative Subdivision Map	
Minor	\$850
Major	\$1,200 + \$50 per lot
Park and Recreation Fee	Parkland dedication of 3 acres per 1,000 population or payment of an in-lieu fee in equal value to land dedication

1. Rates listed are based on a \$200,000 home and will be higher or lower depending upon valuation.
Source: City of East Palo Alto, January 1998.

Although the levy of planning fees is not presently viewed as a constraint to affordable housing production, permit processing times are a serious limiting factor. Because of staff limitations, simple design review applications may take from 6 to 8 weeks to reach the Planning Commission, and major subdivision applications usually require the maximum processing time permitted by law. Modifications in review procedures, such as limiting the types of applications subject to Commission review, would help relieve this problem.

Availability of Assistance Programs

East Palo Alto does not have sufficient staff or financial resources to undertake major housing assistance programs without substantial backing by state or federal agencies. Recent reductions in funding levels of federal and state assistance programs place the City in a tenuous position, particularly with respect to local programs that require such assistance. Therefore, the diminishing availability of outside assistance programs must be viewed

as a constraint to the provision of affordable housing.

Below Market Rate (Inclusionary) Housing Ordinance

In February 1994, the City of East Palo Alto adopted the Below Market Rate (Inclusionary) Housing Ordinance which requires residential development projects with nine or fewer units pay an Affordable Housing Fee based on habitable building areas in lieu of providing affordable units on site. For projects with ten or more units, the Ordinance requires at minimum that 20 percent of the units be made affordable to low and very low income households. At least 10 percent of the total units must be affordable to very low income households. Income limits are based on the State Department of Finance median income figure for the City of East Palo Alto, adjusted for family size.

The City's Below Market Rate (Inclusionary) Housing Ordinance has been viewed by the development community as a constraint to housing development in several aspects:

- The requirement to provide 20 percent of the total units as affordable housing;
- The requirement to make 10 percent of the total units, both for-rent and for-sale units, affordable to very low-income households; and
- The use of City median income versus County median income to establish income limits and eligibility.

In response to these concerns, the City has recently revised its Below Market Rate

(Inclusion) Housing Ordinance. Key revisions to the existing ordinance include:

- Adopting the HUD Median Family Income (adjusted for household size) for the County of San Mateo for establishing income limits and eligibility.
- Reducing the proportion of Below Market Rate (BMR) housing required to 15 percent in for-sale housing projects of 10 or more units, and relaxing the affordability levels to 5 percent moderate income, 5 percent low income and 5 percent to very low income.
- Reducing the proportion of Below Market Rate (BMR) housing required to 15 percent in for-rent housing projects of 10 or more units. The affordability levels are: 5 percent low income, 5 percent very low income, and 5 percent extremely low income. Extremely low income is defined as income not exceeding 35 percent of the County median family income.
- Allow the payment of in-lieu fees for housing projects with nine or fewer units.

The City has plans to further revise the Below Market Rate (Inclusionary) Housing Ordinance to address additional concerns of the development community and the State Department of Housing and Community Development (see Program 2.8).

**Government
Entitlement
Permit
Requirements**

In two instances discretionary permits are required prior to issuance of building permits for residential

development. The first is the requirement for design review approval by the Planning Commission for all new residential development and all substantial modifications (e.g., second story additions) of residential buildings. This process applies to all multi-family and single-family residential zoning districts within the City. A public hearing with public notices advertised in a newspaper of local circulation and notice to property owners within 300 feet of the property subject to the permit is required. The City's design review process is for information purposes and is not viewed by the development community as a constraint to residential development.

The second type of discretionary permit application is the requirement for a use permit and possible variance(s) to be issued for all second residential units built in single-family residential zoning districts. This permit process requires the public hearing notice and procedure and Planning Commission approval outlined above.

**On-/Off-Site
Improvements**

Several requirements for providing on- and off-site improvements apply to residential development in the City of East Palo Alto. All of these requirements are typically required in most California cities. These improvement requirements include:

- Street frontage improvements or in lieu fees;
- Utility connection fees;
- School Impact Fees; and
- Park dedication or in lieu fees.

The Street frontage improvements include: street right-of-way dedications; street frontage improvement (e.g., curb, gutter, sidewalks and street lights); water line improvements

including the water main installation along the property frontage and lateral service line with meter boxes and fire hydrants; sanitary sewer main installation along property frontage and later service lines; storm water drainage lines along property line street frontage; and planting of street trees. Street frontage improvement costs per residential unit vary depending upon the developed or undeveloped nature of the area. When vacant land is developed, full street improvements are required with right-of-way dedication and full street and utility improvements. In urban infill situations where streets are already improved to their ultimate right-of-way, minor street frontage improvement or the payment of in lieu fees is required.

In many neighborhoods of East Palo Alto, a rural street development standard applies. In these neighborhoods, no curb, gutter or sidewalk is required. A concrete drainage swale along each side of the road at the pavement edge carries surface storm drainage and protects the edge of the asphalt paving.

Utility connection fees are required for residential development for new water and sanitary service. Connection charges for residential development range from \$630 to \$2,300 (commercial or large multi family developments). Connection charges to the sanitary sewer system is \$1,500 per residential unit.

School impact fees for residential development are \$1.50 per square foot of building area and are readjusted upward annually by the school board.

**Rent
Stabilization
Ordinance**

The City of East Palo Alto adopted its Rent Stabilization Ordinance in 1986.

Vacancy Decontrol

East Palo Alto's Rent Stabilization Ordinance is one of five such ordinances in California which has attempted to preserve the long term affordability of rental housing by not providing for decontrol of regulated rents upon vacancy. However, upon adoption of the Costa-Hawkins Rental Housing Act in the Fall of 1995 by the state legislature, vacancy decontrol of rent controlled housing became mandated statewide. By January 1999, the Costa-Hawkins Act will eliminate any limits on rent increases that may be charged when a tenant voluntarily vacates an apartment unit or is evicted for non-payment of rent. Vacancy de-control will be phased in so that rents may be raised up to two times upon voluntary vacancy until January 1999, when full vacancy de-control goes into effect. Upon occupancy by a new tenant, units will be re-controlled until vacated again. The City has developed a new program in its Housing Element (Program 2.9) to address implementation of the Costa-Hawkins Rental Housing Act.

The Costa-Hawkins Act exempts mobile home units from mandatory vacancy decontrol. All 262 mobile home units in East Palo Alto are subject to the City's Rent Stabilization Ordinance and will continue to have regulated space rents to preserve affordability for mobile home park tenants.

New Construction

Currently, the Ordinance exempts all new construction (housing constructed after the adoption of the Ordinance) from the rent stabilization provisions of the Ordinance. Prior to the adoption of the Ordinance, new multi-family housing construction within the City was significantly below that of neighboring communities. Due to both market and non-market factors which govern the decision to construct new housing; this trend has continued. There has, however,

been an increase in single family home construction and multi-family below market rate housing construction notwithstanding the existence of rent controls.

The Ordinance also provides an exemption for rental units which have been substantially rehabilitated. The exemption is valid so long as the unit is occupied by a low or moderate income tenant, and affordability restrictions are placed on the unit based on occupant income. Under the ordinance, a rental unit becomes exempt when the landlord expends more than 50 percent of the initial purchase price of the rental unit (but, at a minimum \$10,000 per unit) to make structural improvements to the rental unit.

Despite these exemptions, some prospective market-rate developers, or existing owners may be deterred from constructing or rehabilitating rental housing units by fear that an amendment to the Ordinance would extend price controls to their property. There has been no evaluation by the City as to the effect of the Ordinance on new market-rate construction; as a result, there is no evidence which supports or contradicts the belief that the Ordinance has in fact had this effect or reduced new construction. Certainly, with the advent of vacancy decontrol, any such perceptions of price controls being extended to new development should be diminished. Approximately 100 previously-controlled multi-family units have been rehabilitated and have become exempt as a result of the rehabilitation exemption.

There has been no study of the effect of the Rent Stabilization Ordinance on the maintenance and/or improvement of housing generally. There appears to have been some deterioration in the housing stock; it is unclear, however, whether this is due to the provisions of the ordinance. The Ordinance

provides for both upward adjustments in rent for capital expenditures made to improve the condition of rental property, and downward rent adjustments (including the denial of annual general adjustments) for properties which are not in compliance with building and housing codes. Both landlords and tenants have filed successful petitions for rent adjustment under these provisions. Again, with vacancy decontrol, landlords will also be able to raise rents when units are vacated, which can further serve to offset housing improvement costs.

The Ordinance provides financial incentives for landlords who make expenditures necessary to bring their property into compliance with building and housing codes. The Ordinance provides that a landlord may recoup 110 percent of the cost of capital improvements which are necessary to bring a property into code compliance; the regulations to the Ordinance also permit the landlord to recover either real or imputed interest on these expenditures. Landlords have historically expressed concern that the process of adjustment is too cumbersome; there has been no evaluation as to whether this in fact has deterred maintenance or improvement of the City's rental housing stock.

With the introduction of vacancy decontrol regulation, it is unlikely the City's rent control ordinance will serve as either a real or perceived constraint to development. However, the City will establish an annual monitoring program to evaluate the potential effects of rent control on housing production (see Housing Program 2.9 in the next section).

**Resolution
884:
Residential
Building
Moratorium**

On July 6, 1993, the East Palo Alto City Council imposed a 90-day moratorium on the

issuance of residential building permits. The moratorium was established to permit the City to deal with planning department staff shortages, policy decisions regarding increasing population in the face of inadequate tax base to support the existing population and proliferating illegal construction of residential additions and new units without either entitlement approval or building permits. The moratorium was extended for a 60-day period to permit time for the issues to be discussed in a City Council/Planning Commission workshop and recommendations to deal with the problems formulated. The City anticipated that the Gateway 101 Redevelopment project will substantially increase General Fund revenues to help to provide services to the community.

The moratorium expired on December 6, 1993. It applied to all new residential development and all building additions or remodeling that would expand the number of bedrooms to a residential unit. The City of East Palo Alto Community Development Department continued to process design review, use permit, subdivision map, and other residential development applications up to the building permit stage through the moratorium period. There was no impact upon the City's ability to absorb the regional fare share of housing as determined by ABAG because all building permits for new residential units were merely be delayed for five months.

The City is diligently pursuing economic development in the Gateway 101 Redevelopment Project which will alleviate much of the cost of municipal service deficit. The City is initiating code enforcement efforts on a rigorous basis to prosecute building code and zoning code violations with the objective of ending flagrant abuses of illegal construction.

Non-Governmental Constraints

Cost of Land and Housing

East Palo Alto is located within a very expensive housing market. Given the County's status among the state's leaders in housing prices, this makes East Palo Alto housing vulnerable to upward price pressures. These pressures have already begun to manifest themselves in the form of higher asking prices, as shown in Table H-9.

As of November 1997, median home price in East Palo Alto was \$170,000, representing a 7-percent increase from November 1996. Prices for raw land have also increased, with single-family lots selling for as much as \$70,000. Rising housing prices are a result of economic forces that are well beyond the capacity of the local government to influence or control. These conditions, combined with the reduced levels of state and federal support discussed in the previous section, make it extremely difficult to continue to provide affordable housing despite the City's expressed desire to do so.

Construction costs are estimated by local officials at the low end of the Bay Area range of \$50 - \$65 per square foot. They do not constitute a significant constraint as land costs and financing availability.

Financing Availability

In addition to the affordability constraints discussed above, East Palo Alto has historically suffered from a chronic lack of investment capital. One reason for the lack of capital for projects

within the City is the practice of "red-lining" by financial institutions. This problem is exacerbated by tax laws, which provide inadequate incentives for private investment in rental housing. As a result, financing for residential development is not available in East Palo Alto as in other Peninsula communities. The lack of any local financial institutions is undoubtedly a contributing factor in this regard. While the various causes of this capital shortage are beyond the scope of this report, the lack of private residential investment poses a serious constraint to the attainment of the production objectives. Unless the City can overcome the obstacles to attracting the interest of housing developers and the banking community, it will be difficult to meet the levels of need identified.

Preservation of Assisted Housing Units

A significant percentage of the City's households are overpaying for housing. As such, it is particularly critical that all subsidized housing units be conserved.

This section of the Housing Element responds to the State legislation for preserving assisted multi-family rental housing developments. The State legislation was adopted as Chapter 1451 Statutes of 1989, which amended Section 65583 of the State of California Government Code. The State law requires that each city and county provide an analysis and programs for preserving assisted rental housing developments during a ten-year period. The analysis and programs must be updated every five years, at the same time the other sections of the locality's housing element are updated.

For the City of East Palo Alto, the current preservation analysis period is January 1, 1998 to June 30, 2010, which covers the remaining years of this housing element cycle, and extends ten years beyond.

Pursuant to State law, the following components must be analyzed for any projects at risk of conversion:

- Inventory of units at risk of losing use restrictions;
- Cost analysis of preserving at-risk units versus replacing them;
- Quantified objectives of the number of at-risk units to be conserved;
- Resources for preservation;
- efforts to preserve units at risk of losing use restrictions.

Inventory of Units At Risk

Several subsidized rental housing projects are located in East Palo Alto. These include the 23-unit Woodland project and the 38-unit project at Gloria Way by Mid-Peninsula Housing Corporation. These two projects are owned and operated by a non-profit organization committed to maintaining the projects as affordable housing. The financing structures associated with these projects also prevent the projects from converting to market rate housing.

Two other subsidized projects in the City are owned and operated by private companies. These are:

Light Tree Apartments

The 94-unit Light Tree Apartments is developed with a HUD-insured Section

221(d)(3) loan and has project-based Section 8 contract. The property owner was contacted to provide information on this project. According to the property owner, in March 1997, the 15-year Section 8 contract on this project expired and the property owner prepaid the remaining mortgage on the HUD-insured loan. By prepaying the remaining loan, the project is no longer deed-restricted for low income use.

However, in order to extend the Section 8 contract, the project owner entered into an agreement with HUD to continue maintaining the project as low income housing for another 20 years as long as HUD subsidies are available. Under this agreement, the owner cannot convert Light Tree Apartments to market rate housing without HUD's consent.

At present, affordability of Light Tree Apartments is maintained by a Section 8 contract that needs to be renewed annually. According to the property owner, it is his intent to continue to maintain the project as affordable housing.

Runnymede Gardens

This 78-unit development is also targeted to seniors and the disabled. Tenants are required to pay 30 percent of their income toward rent, with the balance paid by HUD through a Section 8 contract. The project was financed with a Section 221(d)(4) loan. Section 221(d)(4) is a market-rate financing program. Housing projects assisted under this program has no binding low-income use restrictions. The affordability of this project is maintained by the project-based Section 8 Rental Assistance contract with HUD.

The existing Section 8 contract with HUD will expire on February 25, 2000. The contract is required to be renewed every five years. The property owner, Goldrich & Kest, has

indicated a commitment to maintaining this project as affordable housing.

Conversion Potential

The affordability of both Light Tree Apartments and Runnymede Gardens is governed by their Section 8 rental assistance contracts. Due to budgetary constraints at the federal level, the project-based Section 8 program may be in jeopardy. Local HUD offices have been given the permission to renew most project-based Section 8 contracts on an annual basis. Where the Section 8 contracts are not renewed, Section 8 rental assistance vouchers will be issued to tenants depending on funding availability. For all practical purposes, HUD offices at the local level consider projects with expiring project-based Section 8 rental assistance as at risk of converting to market rate housing. A total of 172 housing units in East Palo Alto can be considered as at risk due to the potential expiration and non-renewal of Section 8 contracts.

Replacement versus Preservation Costs

The housing element law requires the City to assess the magnitude of potential costs involved in replacing or preserving the units at risk.

According to affordable housing development scenarios provided by BRIDGE Housing Corporation, average development cost for a multi-family unit in a two- to three-story structure is \$150,000, including land and improvements. Another residential developer active in the region also provided development scenarios that yield an average development cost of \$137,000 to \$150,000 per multi-family unit in a two- to three-story residential structure, depending on the size of

the project. Using a typical cost of \$150,000 per unit, the total replacement cost for the 172 at-risk units is therefore estimated at \$25,800,000.

Instead of constructing new housing units to replace the at-risk units, the City may also facilitate the purchase of these projects by nonprofit housing organizations in order to maintain the long-term affordability of these projects. The cost to purchase these units will depend on the market rents on comparable units at the time when (and if) the projects are up for sale. While the cost to purchase these units should be less than the cost to construct new units, substantial upfront and financing costs would still be required.

Discussions with the owners of Light Tree Apartments and Runnymede Gardens indicate that both projects are likely to be maintained as affordable housing. Thus, the at-risk status applies to the rent subsidies rather than to the physical housing units. As such, the appropriate mechanism to preserve the affordability of these units is the continuation of rent subsidies, either through HUD's project-based Section 8 contract or tenant-based voucher program, or through other funding mechanisms.

Assuming most tenants currently residing in the Light Tree Apartments and Runnymede Gardens earn extremely low incomes (30 percent of County Median Income), a typical household with a family of four members would earn approximately \$19,320 annually. Affordable monthly housing cost is estimated at \$483, 30 percent of the gross monthly income. According to HUD, current Fair Market Rent for a typical two-bedroom unit in the San Francisco-San Mateo County area is \$987. A monthly rent subsidy of approximately \$500 would be required to maintain housing affordability for an

extremely low income household with four members. Using this typical scenario, the cost to provide rent subsidies for the 172 households residing in Light Tree Apartments and Runnymede Gardens is estimated at \$86,000 monthly or \$1,032,000 annually.

Given the high costs associated new construction of housing to replace the at-risk units, the most feasible option for the City of East Palo Alto to preserve the affordability of the at-risk units is to encourage the renewal of the Section 8 contracts or pursue Section 8 vouchers should the contracts be terminated.

Availability of Resources

According to Housing Opportunities Extension Bill passed by the Congress in March 1996, where Section 8 contracts are not being renewed, Section 8 vouchers may be provided to tenants. When possible, Section 8 funding should be pursued.

In addition to Section 8, other funding sources are available to provide rent subsidies. The City of East Palo Alto participates in the County's HOME program. HOME funds can be used to provide rental assistance in the event that Section 8 subsidies become unavailable.

The City has also adopted a Below Market Rate (Inclusionary) Housing program which requires contributions to the Affordable Housing Fund by developers constructing residential projects with nine or fewer units, in lieu of providing affordable housing on-site. This Affordable Housing Fund may potentially be used to provide rental assistance should the need arise. The inclusionary housing units may also be used to replace the at-risk housing units should the Section 8 contracts be terminated.

The City will also continue to work with local nonprofit housing organizations, such as BRIDGE Housing Corporation and EPA CAN DO, to preserve and expand affordable housing opportunities in the City, and to facilitate the purchase of at-risk housing projects by nonprofit entities when the opportunities surface.

*Summary of Resources and
Constraints to Housing
Development*

A total of approximately 46 sites exist in the City of East Palo Alto that could accommodate future residential development. However, only 28 of these sites are considered as available for residential development within in the time frame of this Housing Element.

A net increase of 1,282 units can be accommodated on these 28 sites, accounting for the potential demolition of 308 units in the redevelopment project areas (205 units in the Gateway 101 Redevelopment Project Area, 102 units in the University Circle, and 1 unit in the Ravenswood Redevelopment Project Area.) In fact, the site inventory overcompensates for replacement housing since 43 replacement housing units have already been provided for the Gateway 101 Project, with the Agency's remaining replacement housing obligation being 265 units. The City has adequate sites at the appropriate density categories to accommodate the City's regional housing needs and replacement housing obligations.

The challenge, however, is to attract investors to develop the available parcels in a manner that will upgrade the City while providing a

substantial percentage of affordable units. All of this must be accomplished with minimal federal, state or local subsidies. Crime, the condition of the schools and the lack of facilities for children are also factors that constrain the housing market. The constraints associated with market forces and other factors beyond the control of local government by far outweigh the governmental constraints to housing development in East Palo Alto.

Evaluation of Existing Housing Programs and Proposed New Programs



Existing Housing Programs

The 1994 Housing Element identified a number of approaches designed to facilitate affordable housing. Quantitative objectives were established for several housing program actions. Unfortunately, no mechanism was established for monitoring the attainment of these objectives. In addition, planning and building department records were not sufficiently organized or complete to allow for systematic assessment of the City's performance with respect to its housing objectives.

An analysis of building permit records and Department of Finance housing unit estimates have verified the City has fallen short of achieving its regional housing growth needs of 956 units for the 1988-2000 housing element cycle. Overall, the City's building permit data indicated that 94 housing units have been constructed since July 1, 1988. Among the 94 units constructed, 62 units are deed-restricted to be occupied by very low- and low-income households. In contrast, housing rehabilitation activity was strong, with more than 300 housing units rehabilitated during since 1988.

Several factors undoubtedly contributed to the City's inability to attain its housing production objectives over the preceding years. First, the objectives themselves may have been overly ambitious in view of the City's status as a newly created entity with a limited fiscal base. Federal and state funds that were expected to play a significant role in housing production never materialized in the amounts expected. Objectives established for such programs as tax exempt funding and agricultural

conversion that were not fully functioning at the time the City's housing element was approved were probably unrealistic.

Second, internal organizational constraints contributed to the non-attainment of local housing objectives. Staff shortages, high turnover and the lack of systematic project review procedures have hindered the City's ability to facilitate new housing construction and home rehabilitation.

Finally, the reluctance of private investors to finance large-scale residential construction in East Palo Alto cannot be ignored as a contributing factor. The lack of private investment capital has been the most significant constraint to housing production throughout this current 1988-2000 housing element cycle.

The above assessment of existing housing programs suggests that the City's 1998-2000 housing production might be enhanced by: (a) adopting more realistic program objectives; and (b) eliminating political, economic and psychological barriers to private residential investment. Political barriers result when homebuilders are deterred from investing in the City by an approval process characterized by delays and uncertainty. Economic barriers include investor reluctance caused by visible evidence of widespread disinvestment. Psychological barriers to investment center around the public perception that East Palo Alto is an unsafe community.

All of these barriers must be overcome if the City is to be successful in improving the quality and affordability of its housing stock.

The Housing Element update is only part of the City's overall strategy in this regard. Redevelopment projects, zoning ordinance revisions, improved law enforcement and Housing Element programs are all being employed in an effort to revitalize the community.

Background

The following goals, policies, and programs have been established in an attempt to meet the City's regional housing needs, and they are consistent with the City's Redevelopment Agency programs and plans. Housing programs for the City of East Palo Alto are impacted by the City's economic constraints. Each housing program is also included in the General Plan Implementation Program (Appendix A).

Since incorporation, the City has experienced fiscal problems due, in large part, to an inadequate property and sales tax base. This shortage of local revenue, combined with cuts in federal, state and private funding sources, limits the range of housing program options available to the City. As such, the City must rely more on private construction, non-profit organizations and existing property owners rather than upon activities requiring sizeable public subsidies.

The site inventory presented previously demonstrates that the City does have the relative advantage of available vacant or underutilized land at lower prices than many other San Mateo communities. In spite of the this advantage, however, factors suggest that it will be difficult to achieve the regional housing growth. The City is just beginning to recover from the recent national recession that has severely reduced new housing construction in general, and sources of financing are scarce for even seemingly risk-free projects.

The City of East Palo Alto faces the added constraints of the limited income of its residents, limited local resources and the lack of significant development activity by the private sector. Between July 1, 1988 and March 1998, only 94 housing units were developed in the City. Among these, 62 units were developed by non-profit organizations.

There has been a recent increase in the activities of non-profit organizations in East Palo Alto. Groups including Habitat for Humanity, the California Family Foundation, the Mid-Peninsula Housing Coalition, and Innovative Housing have served a key role in facilitating the development of affordable housing in the City. The City will continue to work with these and other non-profit organizations to promote the development of housing.

Fair Share Housing Production

Housing Goal 1: To provide housing to meet the present and future needs of residents in the City of East Palo Alto, and to aim at providing a fair share of the market area housing needs, within identified governmental, market, economic and natural constraints.

Policy 1.1: On a Citywide basis, attempt to increase the number of housing units to meet the need for additional housing during the 1998-2000 period.

Program 1.1: Developer Outreach

Action: Meet with the local development community, key lenders and local civic and community groups to promote the City's interest in working cooperatively to increase housing development activity to provide housing for people of all income levels.

Objective: Improve the City's image as a viable housing location to increase private construction to satisfy existing and future housing needs for people of all income levels.

Responsible Department: City Manager's Office, Community Development Department, and Redevelopment Agency

Funding Source: General Fund

Time Frame: Conduct meeting annually.

Program 1.2: Second Units

Action: Publicize the Second Unit Program to increase public awareness.

Objective: Increase production of second units as an affordable housing alternative. Average four new secondary units annually, or twelve units between 1998 and 2000.

Responsible Department: Community Development Department

Funding Source: General Fund

Time Frame: Ongoing

Program 1.3: Encourage Use of Planned Unit Development (PUD) Zoning

Action: Implement the City's Planned Development Ordinance which provides

development standard incentives to encourage affordable and innovative housing. Incentives include allowance for clustered development and flexible unit sizes, setbacks, lot coverage. Designate sites suitable for PUD zoning as a means of facilitating affordable housing, and develop brochures to publicize program parameters.

Objective: Increase development flexibility and allow for increased densities on selected sites.

Responsible Department: Community Development Department

Funding Source: General Fund

Time Frame: Ongoing

Program 1.4: Manufactured Housing

Action: Continue to approve this housing type on permanent foundations in single-family neighborhoods subject to design review.

Objective: Provide for affordable housing options.

Responsible Department: Community Development Department

Funding Source: Building Permit fees

Time Frame: Ongoing

Program 1.5: Review Status of Agricultural Land for Residential Uses

Action: Establish appropriate timing for phasing lands out of agricultural uses and rezoning these properties for residential development (see Table H-12 Residential

Site Inventory for parcels identified and feasibility ranking).

Objective: To create appropriate alternate uses for lands likely to be removed from agricultural uses due to Redevelopment Agency activity or other factors.

Responsible Department: Community Development Department, Redevelopment Agency

Funding Source: General Fund, Redevelopment tax increment

Time Frame: Develop approximate time frame and residential development capacity by the end of 1998

Program 1.6: Land Use/Residential Site Inventory

Action: In conjunction with Program 1.5, annually monitor and update the residential site inventory for dissemination to the development community.

Objective: The land inventory, developed as part of this housing element update, provides the means to monitor the availability of vacant and underutilized land to accommodate housing.

Responsible Department: Community Development Department

Funding Source: General Fund

Time Frame: Update and distribute site inventory annually.

Program 1.7: Rezone Identified Sites for Increased Density and Mixed Use Residential Development

Action: The East Palo Alto Zoning Ordinance currently allows mixed office/residential development in areas designated for OR (Office Residential Mixed Use District) uses. Mixed use developments where residential uses are integrated with other nonresidential uses are not permitted in other zoning districts under the City's current Zoning Ordinance.

Consistent with the City's General Plan Land Use Policy Map, the residential site inventory identifies parcels that are appropriate for increased density and for mixed use residential development. Commercial/residential mixed use will now be permitted in the Office (O), Neighborhood Business (C1), and General Commercial (C2) districts, and live/work space will be permitted in the Industrial Buffer (MB) district.

The City's Zoning Ordinance and map need to be revised to maintain consistency with the General Plan in order to accommodate the City's regional housing needs and replacement housing obligations.

Objective: To increase the supply of residential uses and reduce effective cost to operate small businesses.

Responsible Department: Community Development Department

Funding Source: General Fund

Time Frame: Complete zoning revisions by the end of 1998.

Housing Affordability

Housing Goal 2: *To provide housing to meet the needs of all income groups in the City, and to provide the fair share allocations by income category within the identified governmental, market, economic and natural constraints.*

Policy 2.1: Implement programs to increase affordable housing opportunities.

Policy 2.2: Preserve the existing supply of rental housing, including subsidized rental housing.

Policy 2.3: Promote alternative housing types.

Program 2.1: Affordable Housing Production

Action: Direct private and nonprofit housing developers to San Mateo County HOME Program Consortium and the CDBG Program for application for HUD funds. Program funds can be used for new development, rehabilitation and special housing needs.

Objective: Continue to promote or facilitate the development and rehabilitation of housing in East Palo Alto. To provide partial funding for an average of ten new affordable units annually with a priority on family housing.

Responsible Department: Community Development Department, City Manager's Office

Funding Source: General Fund, HUD funds

Time Frame: In connection with funding cycles

Program 2.2: Non-Profit and Affordable Housing Developer Outreach

Action: Meet with local non-profit and private developers to promote the affordable housing programs outlined in this Housing Element. Provide interested developers with the inventory of vacant and underutilized sites, explain procedures for utilizing City programs, and provide information on affordable housing funding sources.

Objective: To establish a positive image and role in the development community as a City interested in assisting with affordable housing development.

Responsible Department: Community Development Department

Funding Source: General Fund

Time Frame: Conduct meeting annually.

Program 2.3: Fee and Permit Waiver

Action: Discretionary waiving of building and planning fees and potential exactions and/or dedications for nonprofit developers of projects affordable to very-low and low-income households.

Objective: To encourage the development of affordable housing.

Responsible Department: City Council

Funding Source: General Fund

Time Frame: Ongoing

Program 2.4: Priority Review for Affordable Housing.

Action: Provide priority review status to affordable housing projects.

Objective: Expedite development review process for affordable housing in order to reduce holding and administration costs.

Responsible Department: Community Development Department

Funding Source: None required

Time Frame: Ongoing

Program 2.5: Mortgage Credit Certificate Program (MCC)

Action: Participate in the County of San Mateo MCC Program to enhance the affordability of both new and existing homes for first-time low- to moderate-income homebuyers. The County currently has up to seven MCCs set aside for East Palo Alto residents.

Objective: To educate prospective buyers about the program by distributing materials with a goal of allocating seven MCCs to East Palo Alto homebuyers annually.

Responsible Department: Community Development Department

Funding Source: County MCC program funds

Time Frame: Ongoing

Program 2.6: First-Time Homebuyer Program

Action: In compliance with the requirements of the Community Reinvestment Act (CRA), lending institutes are required to aggressively market lending in lower and moderate income neighborhoods and to lower and moderate income households. Citibank and Bank of America have contacted the City of East Palo Alto, requesting coordinated efforts to market the banks' first-time homebuyer programs.

The City will help market the first-time homebuyer programs established by Citibank and Bank of America.

Objective: Provide affordable homeownership opportunities for first-time buyers.

Responsible Department: Community Development Department, City Manager's Office

Funding Source: Bank financing - below market interest rates.

Time Frame: Ongoing

Program 2.7: Ensure the Continued Affordability of Subsidized Projects

Action: Monitor actions by the Congress regarding appropriations for extensions of Section 8 contracts and termination of mortgage use restrictions for preservation. Maintain regular communication with property owners of projects at risk of conversion to market rate. Coordinate with nonprofit housing organizations to identify nonprofit entities interested in purchasing at-risk housing projects should they become available and maintaining them as long-term affordable housing.

Objective: Conserve the 172 subsidized units identified as at risk.

Responsible Department: Community Development Department, Rent Stabilization Department

Funding Source: General Fund

Time Frame: Ongoing

Program 2.8: Revise the Below Market Rate (Inclusionary) Housing and Density Bonus Programs.

Action: The City has recently revised its 1994 Below Market Rate (Inclusionary) Housing Ordinance to address the concerns of the development community and of the State Department of Housing and Community Development Department. The City plans to further revise its Below Market Rate (Inclusionary) Housing and Density Bonus programs to address the following issues:

- Evaluate the feasibility of providing inclusionary units for very low income households in for-sale housing project.
- Evaluate the feasibility of the 5 percent inclusionary requirements for various income groups.
- Work with local nonprofit housing groups and the private development community to determine the feasibility of inclusionary requirements.
- Include provisions to assist households in inclusionary units to phase out of inclusionary housing as their household incomes increase to levels that exceed the income limits for the units.

- Allow provisions to relax inclusionary requirements when such requirements conflict with the state redevelopment law or other significant state/federal housing programs such as the Low Income Housing Tax Credits and HOME programs.
- Revise the Density Bonus program to comply with state density bonus law and to work with the Below Market Rate (Inclusionary) Housing program as revised. Revisions will address key issues including:
 - proportion and income distribution of units needed to qualify for density bonus;
 - affordability controls on units used to qualify for density bonus; and
 - density bonus provisions for senior housing.

Objective: Create affordable housing and an affordable housing fund to assist in achieving the City's affordable housing goals.

Responsible Department: Community Development Department

Funding Source: General Fund

Time Frame: Revise the Below Market Rate (Inclusionary) Housing and Density Bonus programs by the end of calendar year 1998 and begin implementation thereafter.

Program 2.9: Rent Control Vacancy Decontrol and Monitoring

Action: Adoption of the Costa-Hawkins Rental Housing Act in the Fall of 1995 by the State Legislature initiated vacancy de-control in the City. Beginning in January 1999, after a three-year phase in period, the new law will require vacancy de-control/recontrol in apartments, and complete decontrol of houses and condominiums. During the 1996-1998 phase-in period, a landlord may not increase the initial rent more than 15% of the existing rent or 70% of the Fair Market Rent, whichever is greater, upon vacancy of the unit. The increase can only be taken twice during this period. Properties cited for serious health, safety, fire, or building code violations may not be entitled to take advantage of the Costa-Hawkins rent increases.

The City distributed an Initial Registration Statement in January 1996 to all property owners and landlords with rent controlled properties to explain the provisions of the Costa-Hawkins Rental Housing Act and provide baseline information to ensure the proper phase-in of vacancy decontrol. The City has been allowing rent increases upon vacancy pursuant to the provisions established by the Act for the phase-in period, and will begin implementation of full vacancy decontrol/re-control starting in 1999.

With the advent of vacancy decontrol, it is unlikely the City's rent control ordinance will serve as either a real or perceived constraint to development. However, the City will establish an annual monitoring program to evaluate the potential effects of rent control on housing production. To the extent the ordinance presents a constraint to housing development, the City will modify its ordinance to better facilitate housing.

Objective: To provide for decontrol of the rent controlled housing stock upon vacancy pursuant to the provisions set forth by the Costa-Hawkins Rental Housing Act.

Responsible Department: Rent Stabilization Department

Funding Source: Rent Stabilization Fund

Time Frame: Phase-in vacancy de-control through 1998, with full de-control beginning in January 1999. Establish annual monitoring program on new production in 1998.

Program 2.10: Condominium Conversion Ordinance

Action: The City shall continue to implement the existing Condominium Conversion Ordinance.

Objective: To maintain and enhance the existing stock of affordable rental housing in the community by discouraging the conversion of existing rental units to ownership units.

Responsible Department: Community Development Department, Rent Stabilization Department

Funding Source: General Fund

Time Frame: Ongoing

Housing Conservation and Rehabilitation

Housing Goal 3: To promote adequate maintenance and, where needed, the improvement of the City's housing stock.

Policy 3.1: To improve existing housing and preserve neighborhood quality.

Program 3.1: Owner-Occupied Rehabilitation Program

Action: Participate in San Mateo County Housing and Community Development Division's Home Repair Program. This program is designed to assist low or very low income homeowners in rehabilitating their residences. Eligible applicants receive loans at three percent interest for up to 20 years. In extreme hardship cases, the loans are deferred in five-year increments. The minimum loan is \$2,000 and the maximum loan is \$35,000.

Objective: To assist an average of 15 lower-income owners annually in rehabilitating their homes through the County's Home Repair Program.

Responsible Department: Community Development Department

Funding Source: HUD, CDBG funds

Time Frame: Ongoing

Program 3.2: Rehabilitation Program Promotional Campaign

Action: Develop and implement publicity campaign to inform owners about the availability of low-interest rehabilitation loans.

Objective: To develop and distribute brochures about the County program and to send informational letters to homeowners associations and other groups.

Responsible Department: Community Development Department

Funding Source: HUD; CDBG funds

Time Frame: Implement campaign annually from May through August.

Program 3.3: Preserve existing and conforming mobile home parks.

Action: Maintain current general plan, zoning and entitlements on existing mobile home parks that are in substantial conformance with state Housing and Community Development regulations, and are consistent with economic development policies of the City. Should dislocation of conforming or nonconforming mobile home parks occur, housing replacement and relocation shall be required pursuant to regulations of the State of California.

Objective: To discourage removal or relocation of conforming mobile home parks wherever possible, and to encourage the redevelopment of substandard and/or nonconforming mobile home parks as applicable.

Responsible Department: Community Development Department, Redevelopment Agency

Funding Source: None required

Time Frame: Ongoing.

Special Housing Needs

Housing Goal 4: To address the housing needs of senior citizens, physically disabled, homeless, large families, and female headed households.

Policy 4.1: Encourage the Development of Family Housing and Housing for Persons with Special Needs.

Program 4.1: Home Sharing

Action: Promote the Human Investment Project (HIP) which assists low-and moderate- income seniors and other residents in finding affordable housing through homesharing.

Objective: To provide for the ability of lower-income homeowners to maintain their homes and to provide additional housing options for renters. Achieve 10 matches per year between providers and housing seekers.

Responsible Department: Community Services Department

Funding Source: None required

Time Frame: Implement campaign to promote the Human Investment Project, including circulation of promotional materials from public locations annually between May and August.

Program 4.2: Design Flexibility for Senior Projects

Action: Allow techniques such as smaller unit sizes, parking reduction, common dining facilities and fewer required amenities for senior projects as a means of reducing project costs and enhancing unit affordability.

Objective: To encourage the development and expansion of housing opportunities for the elderly.

Responsible Department: Community Development Department

Funding Source: General Fund

Time Frame: Ongoing

Program 4.3: Shelter for the Homeless

Action: Revise the zoning ordinance to allow for the development of emergency shelters and transitional housing facilities in commercial and multi-family residential zones, subject to the approval of a Conditional Use Permit.

Objective: To accommodate developer proposals for housing the homeless.

Responsible Department: Community Development Department

Funding Source: General Fund

Time Frame: Revise zoning ordinance by the end of 1998.

Redevelopment Housing

Housing Goal 5: To adhere to or exceed the housing requirements of the state redevelopment law in implementing the

City's University Circle and Gateway 101 redevelopment plans.

Policy 5.1: The City, through the Redevelopment Agency, shall make available suitable replacement housing at affordable paces to households displaced by actions of the City or its Redevelopment Agency.

Policy 5.2 The City and Redevelopment Agency will support first preference to residents displaced by redevelopment activities from sites located within redevelopment project areas provided that all State and Federal laws regarding fair housing are met and that the particular income qualifications associated with "for sale" housing can be met by the families being displaced.

Program 5.1: One-to-One Replacement Housing

Action: Within four years of the removal of low- and moderate-income housing units in the Redevelopment Area, the Agency will provide corresponding one-to-one replacement housing. Pursuant to redevelopment law, the East Palo Alto Redevelopment Agency shall provide 75 percent of the replacement units at comparable rents and ownership rates as those demolished.

Consistent with the state redevelopment law, where demolition of housing occurs prior to replacement housing is in place, the East Palo Alto Redevelopment Agency will provide a rental subsidy to displaced residents for a period of up to four years. Rent subsidies shall make up the difference between 30 percent of the household incomes and the cost to occupy a comparable alternate unit.

For the Gateway 101 Redevelopment Project Area, it is anticipated that 205 residential units will be demolished or moved, including 177 multi-family and 28 single-family units. To date, only 14 housing units have been removed as a result of redevelopment activities in the Gateway 101 Project Area, and 43 replacement housing units have been provided.

For the University Circle Redevelopment Project Area, a total of 102 very and low income units will be removed.

For the Ravenswood Redevelopment Project Area, one housing unit will be removed.

Objective: To minimize the impact on existing residents and ensure the replacement of lost units at the same affordability levels.

Responsible Department: Redevelopment Agency

Funding Source: Twenty percent tax increment funds, developer assistance, HUD CDBG Funds, HOME Funds, Federal Income Tax Credits, and other sources of State and Federal funding.

Program 5.2: First Preference Replacement Housing

Action: The Redevelopment Agency shall contract with and coordinate a First Preference housing strategy with all for profit and non profit developers producing replacement housing in the City. Where subsidies and developer write-downs of housing costs (e.g., rent or purchase) are adequate, housing produced through the Below Market Rate (Inclusionary)

Housing Ordinance shall be subject to the first preference replacement housing policy.

Objective: To provide safe, decent and affordable housing to residents displaced by redevelopment activity. To support economic development activities and policies of the City and Agency.

Responsible Department: Redevelopment Agency

Funding Source: Twenty percent tax increment funds, developer assistance, HUD CDBG Funds, HOME Funds, Federal Income Tax Credits, other sources of State and Federal funding, developer write-downs, and inclusionary housing in-lieu fees.

Time Frame: Within 4 years from the date of displacement of residents.

Program 5.3: Housing Set-Aside Fund

Action: Consistent with state redevelopment law, the East Palo Alto Redevelopment Agency will periodically review and update the AB 1290 Redevelopment and Housing Implementation Plan which identifies the agency's replacement and inclusionary housing obligations and the intended uses of the housing set-aside funds. In the current AB 1290 Plan, which covers the period of 1995-1999, provision of replacement housing has been identified as a priority for set-aside funding.

Objective: To provide economic support to the development of replacement housing at permanently affordable levels.

Responsible Department: Redevelopment Agency

Funding Source: Tax increment funds

Time Frame: Ongoing.

Fair Housing

Housing Goal 6: To ensure decent, safe living environments for the City's residents regardless of age, sex, family composition, race, ethnicity, religion, physical or mental disability, or income.

Policy 6.1: The City shall support private and public efforts to ensure nondiscrimination in the sale or rental of housing.

Program 6.1: Support Local Non-Profit Anti-Discrimination Programs

Action: Support the Mid-Peninsula Center for Fair Housing, a non-profit fair housing program that provides information, counseling, and investigation services concerning discrimination complaints. Coordinate with the East Palo Alto Law Project, a non-profit law clinic that advocates fair housing concerns.

Objective: Distribute brochures at City offices and refer complaints to MPCPH.

Responsible Department: Community Development Department, Social Services

Funding Source: HUD, CDBG Funding provided through San Mateo County

Time Frame: Ongoing

Housing Element Implementation

Housing Goal 7: To ensure the implementation of all housing policies and to promote broad participation in the programs.

Policy 7.1: On a regular basis, the City shall review its ordinances and programs regulating residential uses and construction to ensure consistency with the General Plan and to identify and correct any provisions that unnecessarily increase the cost of housing, extend the time required for processing applications or preclude provision of housing to meet special needs.

Program 7.1: Citizen Participation

Action: Hold public meetings to receive public input and to inform residents and developers about the housing needs, resources and program options.

Objective: To disseminate information about housing programs and encourage public participation.

Responsible Department: City Manager's Office

Funding Source: None required

Time Frame: Upon any substantive revision to the Housing Element

Program 7.2: Record Keeping

Action: Develop a record-keeping system to collect statistics relating to the objectives and programs of the Housing Element.

Objective: To maintain a system for evaluating the progress and achievements of the housing program through the preparation of an annual progress report.

Responsible Department: Community Development Department, Redevelopment Agency

Funding Source: General Fund

Time Frame: Develop a record-keeping system to collect statistics by the end of calendar year 1998, and begin data collection thereafter. Prepare housing progress report annually.

Program 7.3: Community Volunteers

Action: Utilize community groups, business groups, and interested individuals as potential sources to help implement the Housing Element programs, as appropriate.

Objective: To identify appropriate housing programs to utilize community volunteers and to disseminate information on opportunities to assist the City in implementing such programs.

Responsible Department: City Manager's Office, Community Development Department

Funding Source: None required

Time Frame: Ongoing

Summary of Quantified Housing Objectives

The quantified objectives for the remaining period (1998-2000) of this housing element cycle for East Palo Alto are as follows:

Total Units to be Constructed: 905 units (220 very-low-income; 163 low-income; 201 moderate-income; and 321 above moderate-income units).

Total Units to be Rehabilitated: 15 lower income households annually, for a total of 45 households.

Total Units to be Conserved: 172 units (94-unit Light Tree Apartments and 78-unit Runnymede Gardens).

Related Goals and Policies

The goals and policies described in the Housing Element are related to and support subjects included in other General Plan Elements. In turn, many goals and policies from other elements directly or indirectly support the goals and policies of the Housing Element. These supporting goals and policies are identified in Table H-17.

Table H-17
Housing Related Goals and Policies by Element

Housing Issue Area	Related Goals and Policies by Element						
	Land Use	Circulation	Conservation and Open Space	Noise	Safety	Economic Development	Housing
Fair Share Housing Production	1.1	2.2					
Housing Affordability	1.3						
Housing Conservation and Rehabilitation	3.1, 3.3	4.1, 4.2, 4.3	1.2	1.2, 2.1, 2.2	1.1, 1.2, 2.2, 2.3, 2.5		
Special Housing Needs		3.1, 3.2					
Redevelopment Housing	3.3			1.2			
Fair Housing							
Housing Element Implementation	4.1						

Appendices



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The General Plan Implementation Program provides a guide to implement adopted General Plan policy and plans for the public and City elected officials and staff. The purpose of the Implementation Program is to ensure that the overall direction provided in the General Plan for City growth and development is translated from general terms to specific actions.

A series of actions, procedures and techniques that carry out the General Plan policy through implementing a standard or program, each implementation measure will need further City Council action. This action can either occur on a City-wide basis, (e.g., zoning ordinance amendment or adoption of development review criteria), or in individual subareas for actions, (e.g., capital improvement projects). The City Council, by relating the Implementation Program to the General Plan, recognizes the importance of long-range planning considerations in day-to-day decision making.

Implementation of the specific programs will be subject to funding constraints.

The Implementation Program is organized in six subsections that correspond to the General Plan elements. Each of the subsections is comprised of programs that directly relate to the policies and plans of the corresponding General Plan element.

Use of the General Plan Implementation Program

The Implementation Program is intended for use as the basis for preparing the Annual Report to the City Council on the status of the City's progress in implementing the General Plan, as described in Section 65400 of the Government Code. Because many of the individual actions and programs described in the Implementation Program act as mitigation for significant environmental impacts resulting from planned development identified in the General Plan, the annual report can also provide a means of monitoring the application of the mitigation measures as required by CEQA Section 21081.6. This Implementation Program should be updated annually with the budget process and whenever the City's General Plan is amended or updated to ensure continued consistency and usefulness.

Land Use Element Implementation Program



The Implementation Program provides strategies to implement the adopted policies and plans identified in the Land Use Element. The Land Use Element Implementation Program is a series of actions, procedures, and techniques that carry out the Land Use policy.

The Land Use Goals and Policies section of the Element identifies the goals and policies of the City. The Land Use Element Implementation Program section identifies programs which will be utilized to carry out land use policy in East Palo Alto.

Balance of Land Uses

LU-1. Annual Review of General Plan and Land Use Policy Map

Review implementation of General Plan and Land Use Policy Map to identify the effect of land development and use in the community on City revenues and costs of providing public facilities and services.

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: Annually with budget process

Related Policies: 1.1

Image and Identity

LU-2. Image Enhancement

Develop a design and improvement plan as part of the City's capital improvement plan that includes strengthened landscaping, identification graphics and entrance signs, and other physical improvements to enhance public entrances and corridors along University Avenue, Bay Road, Willow Road and Newbridge Street.

Responsible Agency/Department: Community Development

Funding Source:

Time Frame: 2000/2001

Related Policies: 2.1

LU-3. Density and Intensity Bonuses

Amend the Zoning Ordinance to allow density or intensity up to the maximum level allowed by the General Plan where proposed projects offer exceptional design quality, important public amenities or benefits, or other factors that promote important goals and policies of the General Plan.

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: 2000/2001

Related Policies: 2.2

Enhance Neighborhood Character

LU-4. Area Planning

Area or Specific Plans should be prepared for neighborhoods identified in the General Plan to guide future development and redevelopment proposals creating improvements or enhancements compatible with the physical character of each area.

Responsible Agency/Department: Community Development
Funding Source: General Fund
Time Frame: 2000/2001 and future years
Related Policies: 3.1, 3.2

LU-5. Code Enforcement

Provide adequate resources to enforce the Zoning and other ordinances to achieve the desired level of physical quality in the City.

Responsible Agency/Department: Community Development
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 3.1

LU-6. Graffiti Removal and Prevention

Implement a program to remove and prevent graffiti to avoid its negative impacts on the community.

Responsible Agency/Department: Community Development
Funding Source: General Fund
Time Frame: Ongoing

Related Policies: 3.1

LU-7. Rehabilitation of Residential, Commercial, and Industrial Properties and Buildings

Provide incentives, such as streamlined permitting, rehabilitation funding and formal recognition of contribution to overall City development quality.

Responsible Agency/Department: Community Development
Funding Source: General Fund, Community Development Block Grants
Time Frame: 2000/2001
Related Policies: 3.3

Adequate Public Facilities and Services

LU-8. Public Facilities/ Services Technical Advisory Network

Establish a technical advisory network composed of staff representatives of local public facility and service providers to ensure that community needs are being met.

Responsible Agency/Department: Community Development
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 4.1

Circulation Element Implementation Program



The Implementation Program provides strategies to implement the adopted policies and plans identified in the Circulation Element. The Circulation Element Implementation Program is a series of actions, procedures, and techniques that carry out the Circulation policy.

The Circulation Goals and Policies section of the Element identifies the goals and policies of the City. The Circulation Element Implementation Program section identifies programs which will be utilized to carry out circulation policy in East Palo Alto.

Regional Transportation Facilities

C-1. Interjurisdictional Coordination

Coordinate planned development in the City with needed improvements to the regional circulation system in San Mateo, Santa Clara and

Alameda counties.

Responsible Agency/Department:

Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Policies: 1.1, 1.2

City Roadways

C-2. Circulation Element Roadway Improvements

Improve the Circulation Element roadways to maintain efficient vehicular movement.

Responsible Agency/Department:
Community Development

Funding Source: Development fees, gas tax revenue, other state and federal sources

Time Frame: Ongoing

Related Policies: 2.1, 2.2

Public Transit and Other Travel Methods

C-3. Improved Transit Service

Work with SamTrans to improve local transit service and encourage ridership.

Responsible Agency/Department:
Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Policies: 3.1

**C-4. Regional
Public
Transportation
Facilities**

Work with MTC, SamTrans, and Caltrans to develop new regional public transportation facilities.

Related Policies: 4.1, 4.2, 4.3

*Transportation System
Efficiency*

Responsible Agency/Department:
Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Policies: 3.2

**C-5. Bicycle
and Pedestrian
Linkages**

Improve the bicycle and pedestrian circulation systems.

**C-7.
Transportation
System
Management**

Implement traffic signal coordination, capacity improvements at key intersections and other operational measures to maximize the efficiency of the

circulation system.

Responsible Agency/Department:
Community Development

Funding Source: General Fund, development fees

Time Frame: 2000/2001 and future years

Related Policies: 3.3

Responsible Agency/Department:
Community Development

Funding Source: Development fees, gas tax revenue, other state and federal sources

Time Frame: Ongoing

Related Policies: 5.1, 5.2

Neighborhood Traffic Safety

**C-6. Protect
Local Streets**

Use signage and streetscape improvements to identify arterials for through traffic, as well as diverters, speed humps, and other techniques to protect local streets.

Responsible Agency/Department:
Community Development

Funding Source: Development fees, gas tax revenue, other state and federal sources

Time Frame: Ongoing

Conservation and Open Space Element Implementation Program



The Implementation Program provides strategies to implement the adopted policies and plans identified in the Conservation and Open Space Element. The Conservation and Open Space Element Implementation Program is a series of actions, procedures, and techniques that carry out the Conservation and Open Space policy.

The Conservation and Open Space Goals and Policies section of the Element identifies the goals and policies of the City. The Conservation and Open Space Element Implementation Program section identifies programs which will be utilized to carry out conservation and open space policy in East Palo Alto.

Cultural Resources

COS-1. Cultural Resource Conservation and Protection	Assess public and private development proposals for impacts to significant historic, archaeologic and paleontologic resources and require feasible mitigation.
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Responsible Agency/Department: Community Development
Funding Source: Development fees, General Fund
Time Frame: Ongoing
Related Policies: 1.1, 1.2

Natural Resources

COS-2. Natural Resources Conservation and Protection	Assess public and private development proposals for impacts to natural resources (water, plant and animal habitat, large trees and soil) and require feasible mitigation.
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Responsible Agency/Department: Community Development
Funding Source: Development fees, General Fund
Time Frame: Ongoing
Related Policies: 2.1, 2.2

Solid Waste

COS-3. Solid Waste Reduction	Support a Source Reduction and Recycling Program pursuant to the state Integrated Waste Management Act.
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Responsible Agency/Department: Community Development
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 3.1

**COS-4.
Regional
Landfill Siting**

Support regional efforts to study expanding the capacity of regional landfills and to develop new landfills.

Responsible Agency/Department:

Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Policies: 3.1

Air Quality

**COS-5.
Regional Air
Quality
Program
Participation**

Work with the Bay Area Air Quality Management District and Association of Bay Area Governments to implement the Clean Air Plan with the following measures:

- Allow mixed uses (commercial, office and residential) in its General Commercial, Neighborhood Commercial and Office land use designations.
- Promote infill development in areas where higher density housing already exists, adjacent to commercial or industrial land uses, and in areas served by public transit.
- Provide pathways linking residential, commercial and employment uses.
- Promote a balance between jobs and housing within the community.
- Locate new air pollution point sources, such as manufacturing facilities at appropriate distances away from

residential areas.

- Use 20% housing set-aside for redevelopment tax increment for affordable housing.
- Recruit low- or non-polluting industries for economic restructuring and job training programs.
- Encourage employers to hire workers from within the community.
- Establish solid waste recycling programs.
- Coordinate intercity pedestrian and bicycle trails.
- Implement the traffic and air-pollution reduction measures included in the Countywide congestion management program (CMP).
- Provide a bicycle and pedestrian circulation system as an alternative to vehicular transportation.
- Seek funding to implement a "Smart Shuttle" system that promotes public transit use.
- Participate with neighboring jurisdictions in subregional planning activities to improve air quality.
- Utilize the provisions of the AQMD *Air Quality and Urban Development: Guidelines for Assessing Impacts of Project and Plans* into development project review procedures.

Responsible Agency/Department:

Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Policies: 4.1, 4.2, 4.3

Human Resources

COS-6. Community Participation in Major Projects

Actively solicit citizen input during the early stages of major public or private development projects and regulatory programs.

Responsible Agency/Department: City Manager, Community Development
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 5.1

COS-7. Appointment of Community Members

Utilize community groups, business groups, and interested individuals as sources of volunteers for important appointed positions on City commissions, boards, committees and task forces.

Responsible Agency/Department: City Manager, Community Development
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 5.2

COS-8. Communication Advancement

Develop a communication strategy to take advantage of various media opportunities, including newsletters, information brochures, cable television programming, radio and newspaper announcements, internet, and presentations to community groups.

Responsible Agency/Department: City Manager, Community Development
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 5.3

Recreation

COS-9. Recreation Plan

Develop and periodically update a Recreation Plan to meet community needs focusing on retrofitting and improving existing facilities and constructing new facilities in a cost-effective manner.

Responsible Agency/Department: Community Services
Funding Source: General Fund, development fees, state and federal sources
Time Frame: 2000/2001
Related Policies: 6.1

COS-10. Parkland Acquisition

Utilize alternative parkland acquisition methods, such as development fees, open space easements, leaseholds, and land donations.

Responsible Agency/Department: Community Development
Funding Source: General Fund, development fees, state and federal sources
Time Frame: Ongoing
Related Policies: 6.1

**COS-11.
Recreational
Facilities and
Programs**

Provide recreational facilities and programs to meet community needs.

East Palo Alto, such as school districts and water districts.

Responsible Agency/Department:
Community Development

Funding Source: General Fund, development fees, state and federal sources

Time Frame: Ongoing

Related Policies: 8.1

Responsible Agency/Department:
Community Development

Funding Source: General Fund, development fees, state and federal sources

Time Frame: Ongoing

Related Policies: 6.2, 6.3

Economic Use of Open Space

**COS-12.
Economic Use**

Promote the use of available public and private land for open space uses that provide an economic return, such as nurseries, horticulture, and community gardens.

Improve access to existing open space and recreation areas.

**COS-14. Open
Space and
Recreation
Access**

Responsible Agency/Department:
Community Development

Funding Source: General Fund, development fees, state and federal sources

Time Frame: Ongoing

Related Policies: 8.2

Responsible Agency/Department:
Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Policies: 7.1

*Access to Open Space and
Recreation*

**COS-13. Joint
Use
Agreements**

Enter into joint use agreements for open space and recreational land and facilities with other public agencies in

Noise Element Implementation Program



The Implementation Program provides strategies to implement the adopted policies and plans identified in the Noise Element. The Noise Element Implementation Program is a series of actions, procedures, and techniques that carry out the noise policy.

The Safety Goals and Policies section of the Element identifies the goals and policies of the City. The Noise Element Implementation Program section identifies programs which will be utilized to carry out noise policy in East Palo Alto.

Noise and Land Use Planning

Use noise and land use compatibility standards to guide future planning and development decisions.

N-1. Compatible Development

Responsible Agency/Department:
Community

Development

Funding Source: General Fund

Time Frame: Ongoing

Related Policies: 1.1

N-2. Acceptable Noise Levels

Ensure that new development and redevelopment is not exposed to unacceptable noise levels.

Responsible Agency/Department:
Community Development

Funding Source: Development fees

Time Frame: Ongoing

Related Policies: 1.2

N-3. Noise Insulation Standards

Enforce provisions of the State Noise Insulation Standards (Title 24) that specify acceptable indoor noise levels for residential and non-residential development.

Responsible Agency/Department:
Community Development

Funding Source: Development fees

Time Frame: Ongoing

Related Policies: 1.2

Transportation and Other Noise

Reduce noise impacts from transportation activity to enhance the quality of life in the community with noise control measures, such as sound walls and earthen berms.

N-4. Roadway Noise Reduction

Responsible Agency/Department:
Community Development

Funding Source: Development fees

Time Frame: Ongoing

Related Policies: 2.1

N-5. Noise Reduction Information

Provide written information describing methods of retrofitting existing structures and properties to reduce noise impacts, including sound insulation, double-pane glass windows,

sound walls, berming and other measures.

Responsible Agency/Department:

Community Development

Funding Source: General Fund

Time Frame: 2000/2001

Related Policies: 2.1, 2.2

**N-6. Control
Truck Noise**

Periodically review truck routes in the City for noise impacts to residential and other sensitive land uses.

Responsible Agency/Department:

Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Policies: 2.1

**N-7. Vehicle
Noise Control**

Enforce the California Vehicle Code pertaining to standards for cars, trucks, and motorcycles.

Responsible Agency/Department:

Community Development, Police

Funding Source: General Fund

Time Frame: Ongoing

Related Policies: 2.1

**N-8. Rail
Noise Control**

Support construction of noise barriers along existing residential areas that may be impacted by future commuter rail service.

Responsible Agency/Department:

Community Development, rail owners and operators

Funding Source: General Fund

Time Frame: Ongoing

Related Policies: 2.1

**N-9 Airport
Noise**

Participate in determining flight paths from airports affecting East Palo Alto to protect neighborhoods from noise intrusion.

Responsible Agency/Department:

Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Policies: 2.1

**N-10. Noise
Ordinance**

Adopt and enforce the City Noise Ordinance to protect residents from excessive noise levels from stationary sources.

Responsible Agency/Department:

Community Development

Funding Source: General Fund, development fees, state and federal sources

Time Frame: 2000/2001

Related Policies: 2.2

Safety Element Implementation Program



The Implementation Program provides strategies to implement the adopted policies and plans identified in the Safety Element. The Safety Element Implementation Program is a series of actions, procedures, and techniques that carry out the Safety policy.

The Safety Goals and Policies section of the Element identifies the goals and policies of the City. The Safety Element Implementation Program section identifies programs which will be utilized to carry out safety policy in East Palo Alto.

Natural Hazards

S-1. Natural Hazards Risk Reduction

Reduce the risk of natural hazards, such as geologic conditions, seismic activity, fire and flooding by requiring feasible mitigation of such impacts on new development and redevelopment.

Responsible Agency/Department: Community Development

Funding Source: Development fees

Time Frame: Ongoing

Related Policies: 1.1, 1.2

S-2. Open Space Easements for Geologic Hazards

Where geologic instability or presence of faulting is identified, use open space easements and other regulatory techniques to prohibit development and avoid public safety

hazards.

Responsible Agency/Department: Community Development

Funding Source: General Fund, development fees

Time Frame: Ongoing

Related Policies: 1.1

S-3. Structural Design

To minimize damage from earthquakes and other geologic activity, implement the most recent state seismic requirements for structural design of new development and redevelopment.

Responsible Agency/Department: Community Development

Funding Source: General Fund, development fees

Time Frame: Ongoing

Related Policies: 1.1

S-4. Soil and Geologic Surveys

During review of development and redevelopment proposals, require surveys of soil and geologic conditions by state-licensed engineering geologists where appropriate.

Responsible Agency/Department: Community Development

Funding Source: Development fees

Time Frame: Ongoing

Related Policies: 1.1

S-5. Disaster Preparedness

Promote disaster preparedness in the community with the disaster simulation program. Adopt a disaster preparedness plan and continue to conduct simulation exercises.

Responsible Agency/Department: Community Services, Police

Funding Source: General Fund, Menlo Park Fire District, school districts

Time Frame: Ongoing

Related Policies: 1.1, 1.2

S-6. Flood Control Insurance

Continue to participate in the National Flood Insurance Administration (NFIA) program.

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Policies: 1.2

S-7. Flood Control System

Investigate the availability of federal funds for levee reconstruction.

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Policies: 1.2

Human Activity Hazards

S-8. Human-Related Hazards Risk Reduction

Reduce the risk of human-related hazards, such as aircraft overflights, hazardous materials, fire and criminal activity by requiring feasible mitigation of such impacts on new development and redevelopment.

Responsible Agency/Department: Community Development

Funding Source: Development fees

Time Frame: Ongoing

Related Policies: 2.1, 2.2, 2.3, 2.4, 2.5

S-9. Airport Land Use Plan (ALUP) Consistency

For proposed projects within the planning area for the Palo Alto Municipal Airport, as defined in its ALUP, ensure consistency with the ALUP; and participate in any future amendments to the ALUP.

Responsible Agency/Department: Community Development

Funding Source: General Fund, development fees

Time Frame: Ongoing

Related Policies: 2.1

S-10. Hazardous Materials

Minimize public health and environmental risks from the use, transport, storage and disposal of hazardous materials with the following approaches:

- Cooperating with federal, state and local agencies to effectively regulate the management of hazardous materials and hazardous waste;
- Cooperating with San Mateo County to implement applicable portions of the County Hazardous Waste Management Plan; and
- Developing an emergency response plan for accidents involving hazardous materials.
- Develop a process in which East Palo Alto would: a) actively monitor the development of the San Mateo County Hazardous Waste Management Plan to ensure that the Plan is sensitive to East Palo Alto concerns regarding the siting and operation of hazardous waste facilities; and b) review ways to prevent expansion or additional siting of facilities within East Palo Alto.

Responsible Agency/Department: Community Development, County of San Mateo

Funding Source: General Fund, federal/state/local regulatory agencies

Time Frame: Ongoing

Related Policies: 2.2, 2.6

S-11. Fire Protection

Promote fire protection by working closely with the Menlo Park Fire District, coordinating with local water districts, adopting and implementing Uniform Fire Code provisions.

Responsible Agency/Department: Community Development, Menlo Park Fire District

Funding Source: General Fund

Time Frame: Ongoing

Related Policies: 2.3

S-12. Criminal Activity Reduction

Protect residents and businesses from criminal activity by providing substantive levels of police protection and educating the public about methods to reduce criminal activity. Measures such as Community Watch, community policing, anti-gang actions, and use of the concept of defensive space in the development/redevelopment of property in the City are examples of ways to reduce criminal activity.

Responsible Agency/Department: Police, Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Policies: 2.5

Hazards Response

S-13. Emergency Preparedness Plan

Maintain an emergency preparedness plan to maximize the efforts of emergency service providers (e.g., fire, medical and law enforcement) and minimize human suffering and property damage during disasters.

Responsible Agency/Department: Police, Menlo Park Fire District

Funding Source: General Fund

Time Frame: Ongoing

Related Policies: 3.1

S-14.

Emergency
Preparedness
Education

Educate residents and
businesses to take
appropriate action to
safeguard life and
property during and
immediately after
emergencies through

distribution of brochures, presentations to
community groups, and instruction in local
schools.

Responsible Agency/Department: Police,
Menlo Park Fire District

Funding Source: General Fund

Time Frame: Ongoing

Related Policies: 3.2

Economic Development Element Implementation Program



The Implementation Program provides strategies to implement the adopted policies and plans identified in the Economic Development Element. The Economic Development Element Implementation Program is a series of actions, procedures, and techniques that carry out the Economic Development policy.

The Economic Development Goals and Policies section of the Element identifies the goals and policies of the City. The Economic Development Element Implementation Program section identifies programs which will be utilized to carry out economic policy in East Palo Alto.

Economic Growth and Fiscal Solvency

ED-1.

Neighborhood-Serving Commercial Business

Identify areas where neighborhood serving commercial businesses should be located, actively promote these locations to the retail development community, and

encourage residents to establish businesses in the community.

Responsible Agency/Department: Community Development, Redevelopment Agency and City Manager

Funding Source: Redevelopment tax increment, Community Development Block Grant funds, General Fund

Time Frame: 2000/2001

Related Policies: 1.1, 2.4, 7.2

Land Use Diversification

ED-2.

Compatible Industries and Business Targeting

Create an economic development strategy which targets business and industries desired in the City and promotes the City as a place to do business and work.

Develop an economic development plan of action which is supported and endorsed by the City leaders.

Responsible Agency/Department: Redevelopment Agency, Community Development Department, City Manager's Office and City Council

Funding Source: Redevelopment tax increment, Community Development Block Grant funds, General Fund

Time Frame: 2000/2001

Related Policies: 2.1, 2.2, 3.1, 3.3

Proactive Economic Development

Utilize all available economic development tools, including redevelopment powers to attract targeted businesses, new revenue and job generating businesses to East Palo Alto. Utilize the economic development

strategy to target and prioritize allocation of public and private resources.

Responsible Agency/Department: Redevelopment Agency, Community Development Department, City Manager and County

Funding Source: Redevelopment tax increment, Community Development Block Grant, State and Federal sources

Time Frame: Ongoing

Related Policies: 3.2 and 4.2

ED-4.

**Administrative
Procedures
Streamlining**

Streamline City's Administrative review and permit processing to facilitate processing and completion of projects associated with targeted businesses and

industries that promote the City's economic development goals.

Responsible Agency/Department: Community Development, Public Works, Redevelopment Agency, City Manager

Funding Source: General Fund
Redevelopment tax increment

Time Frame: 2000/2001

Related Policies: 2.1, 4.1, 4.2

*Local Employment Development
and Resident Employment*

ED-4.

**Administrative
Procedures
Streamlining**

**ED-5. Local Resident
Hiring Incentives**

Use the City's local hiring policy for projects assisted by City revenues. Encourage business locating to

East Palo Alto to hire local residents and institute programs allowing for workforce advancement and training, particularly for

local resident employees.

Responsible Agency/Department: Redevelopment Agency, Public Works, Community Services and Community Development

Funding Source: Redevelopment tax increment, General Fund

Time Frame: Ongoing

Related Policies: 5.1

ED-6.

**Businesses
Committed to
Development
of Local
Employment**

Establish a task force of targeted businesses to assess what incentives would be attractive to businesses to encourage them to locate and make a commitment in East Palo Alto and how East Palo Alto can better

position its residents for employment opportunities in these industries.

Responsible Agency/Department: City Council, City Manager, Community Services

Funding Source: Economic Development Administration grant and other state and federal grant funds

Time Frame: 2000/2001

Related Policies: 5.2

*Resident Education and Job
Training*

**ED-7. Job
Training
Programs and
Job Ready
Residents**

Market the education and training programs to targeted businesses/industries as a source of job ready residents.

Responsible Agency/Department: Community Services Department, Redevelopment Agency, City Manager and Community Development Department.

Funding Source: Redevelopment tax increment, General Fund, state and federal sources

Time Frame: 2000/2001

Related Policies: 6.1, 6.2 and 7.1

City Image

ED-8. City Image Improvement

Develop a marketing plan which promotes East Palo Alto as a good place to live, work, do business and have fun by highlighting its desirable characteristics, including its natural, human, and historical resources, desirable characteristics (transportation, real estate, climate, bay views) and environmental features.

Responsible Agency/Department: City Manager, Redevelopment Agency, Community Development Department

Funding Source: General Fund

Time Frame: 2000/2001

Related Policies: 8.2 and 9.2

ED-9. Tourist and Recreational Promotion

Promote East Palo Alto tourist-oriented and recreation-oriented locations such as its unique shorelines and waterfront assets, baylands and historical resources and encourage expansion along the freeway. Institute measures to protect and enhance the environmental and aesthetic features of these designations.

Responsible Agency/Department: City Manager, City Council, Redevelopment Agency, Community Development Department.

Funding Source: Existing staff time plus tax increment, user fees, business sales taxes.

Time Frame: 2000/2001

Related Economic Development Policies: 2.2, 2.3, 8.1, and 9.2.

ED-10. Infrastructure and Public Safety Enhancements

Work with local business and residents to establish an infrastructure and public safety enhancement priority list which supports economic development and improves the City's image.

Responsible Agency/Department: City Manager, City Council, Redevelopment Agency, Community Development Department.

Funding Source: Existing staff time plus tax increment, user fees, business and sales taxes.

Time Frame: 2000/2001

Related Economic Development Element Policies: 9.1

Housing Element Implementation Program



The Implementation Program provides strategies to implement the adopted policies and programs identified in the Housing Element. The Housing Element Implementation Program is a series of actions, procedures and techniques that carry out housing policy.

The Housing Goals, Policies and Programs section of the Element identifies the goals and policies of the City. The Housing Element Implementation Program section identifies programs which will be utilized to carry out housing policy in East Palo Alto.

Fair Share Housing Production

H-1 Developer Outreach

Meet with the local development community, key lenders and local civic and community groups to promote the City's interest in working cooperatively to increase housing development activity to provide housing for people of all income levels.

This program is designed to improve the City's image as a viable housing location to increase private construction to satisfy existing and future housing needs for people of all income levels.

Responsible Agency/Department: City Manager's Office, Community Development Department, and Redevelopment Agency
Funding Source: General Fund
Time Frame: Conduct meeting annually
Related Policies: 1.1

H-2 Second Units

Publicize the Second Unit Program to increase public awareness. This program is intended to increase production of second units as an affordable housing alternative. Average four new secondary units annually, or twelve units between 1998 and 2000.

Responsible Agency/Department: Community Development Department
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 1.1

H-3. Encourage Use of Planned Unit Development (PUD) Zoning

Implement the City's Planned Development Ordinance which provides development standard incentives to encourage affordable and innovative housing. Incentives include allowance for clustered development and flexible unit sizes, setbacks, lot coverage. Designate sites suitable for PUD zoning as a means of facilitating affordable housing, and develop brochures to publicize program parameters.

This program is designed to increase development flexibility and allow for increased densities on selected sites.

Responsibility Agency/Department: Community Development Department
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 1:1

H-4. Manufactured Housing

Continue to approve

this housing type on permanent foundations in single-family neighborhoods subject to design review. This program is intended to provide for affordable housing options.

Responsible Agency/Department:

Community Development Department

Funding Source: Building Permit fees

Time Frame: Ongoing

Related Policies: 1.1

**H-5. Review
Status of
Agricultural
Land for
Residential
Uses**

Establish appropriate timing for phasing lands out of agricultural uses and rezoning these properties for residential development (see Table H-12. Residential Site Inventory for parcels identified and feasibility

ranking).

This program is designed to create appropriate alternate uses for lands likely to be removed from agricultural uses due to Redevelopment Agency activity or other factors.

Responsible Agency/Department:

Community Development Department,
Redevelopment Agency

Funding Source: General Fund,
Redevelopment tax increment

Time Frame: Develop approximate time
frame and residential development capacity by
the end of 2000

Related Policies: 1.1

**H-6. Land
Use/
Residential
Site Inventory**

In conjunction with Program H-5, annually monitor and update the residential site inventory for dissemination to the development community. The land inventory, developed as part of this housing element update, provides the means to monitor the availability of vacant and underutilized land to accommodate housing.

Responsible Agency/Department:

Community Development Department

Funding Source: General Fund

Time Frame: Update and distribute site
inventory annually.

Related Policies: 1.1

**H-7. Rezone
Identified Sites
for Increased
Density and
Mixed-Use
Residential
Development**

The East Palo Alto Zoning Ordinance currently allows mixed office/residential development in areas designated for OR (Office Residential Mixed Use District) uses. Mixed use developments where residential uses are integrated with other nonresidential uses are not permitted in other zoning districts under the City's current Zoning Ordinance.

Consistent with the City's General Plan Land Use Policy Map, the residential site inventory identifies parcels that are appropriate for increased density and for mixed use residential development. Commercial/residential mixed use will now be permitted in the Office (O), Neighborhood Business (C1), and General Commercial (C2) districts, and live/work space will be permitted in the Industrial Buffer (MB) district.

The City's Zoning Ordinance and map need to be revised to maintain consistency with the General Plan in order to accommodate the City's regional housing needs and replacement housing obligations.

This program is intended to increase the supply of residential uses and reduce effective cost to operate small businesses.

Responsible Agency/Department:

Community Development Department

Funding Source: General Fund

Time Frame: Complete zoning revisions by the end of 2000

Related Policies: 1.1

Housing Affordability

H-8. Affordable Housing Production

Direct private and nonprofit housing developers to San Mateo County HOME Program Consortium and the CDBG Program for application for HUD funds. Program funds can be used for new development, rehabilitation and special housing needs.

This program will continue to promote or facilitate the development and rehabilitation of housing in East Palo Alto. To provide partial funding for an average of ten new affordable units annually with a priority on family housing.

Responsible Agency/Department:

Community Development Department, City Manager's Office

Funding Source: General Fund

Time Frame: In connection with funding cycles

Related Policies: 2.1, 2.2, 2.3

H-9. Non- Profit and Affordable Housing Developer Outreach

Meet with local non-profit and private developers to promote the affordable housing programs outlined in this Housing Element. Provide interested developers with the inventory of vacant and underutilized sites, explain procedures for utilizing City programs, and provide information on affordable housing funding sources.

This program is designed to establish a positive image and role in the development community as a City interested in assisting with affordable housing development.

Responsible Agency/Department:

Community Development Department

Funding Source: General Fund

Time Frame: Conduct meeting annually

Related Policies: 2.1, 2.2, 2.3

H.10. Fee and Permit Waiver

Discretionary waiving of building and planning fees and potential exactions and/or dedications for nonprofit developers of projects affordable to very-low and low-income households. This program is intended to encourage the development of affordable housing.

Responsible Agency/Department: City Council

Funding Source: General Fund

Time Frame: Ongoing

Related Policies: 2.1

**H.11. Priority
Review for
Affordable
Housing**

Provide priority review status to affordable housing projects. Expedite development review process for affordable housing in order to reduce holding

and administrative costs.

Responsible Agency/Department:

Community Development Department

Funding Source: None required

Time Frame: Ongoing

Related Policies: 2.1

**H.12.
Mortgage
Credit
Certificate
Program
(MCC)**

Participate in the County of San Mateo MCC Program to enhance the affordability of both new and existing homes for first-time low- to moderate-income homebuyers. The

County currently has up to seven MCCs set aside for East Palo Alto residents.

This program is designed to educate prospective buyers about the program by distributing materials with a goal of allocating seven MCCs to East Palo Alto homebuyers annually.

Responsible Agency/Department:

Community Development Department

Funding Source: County MCC program funds

Time Frame: Ongoing

Related Policies: 2.1, 2.2

**H.13. First-
Time
Homebuyer
Program**

In compliance with the requirements of the Community Reinvestment Act (CRA), lending institutes are required to

aggressively market lending in lower and moderate income neighborhoods and to lower and moderate income households. Citibank and Bank of America have contacted the City of East Palo Alto, requesting coordinated efforts to market the banks' first-time homebuyer programs.

The City will help market the first-time homebuyer programs established by Citibank and Bank of America. This program will provide affordable homeownership opportunities for first-time buyers.

Responsible Agency/Department:

Community Development Department, City Manager's Office

Funding Source: Bank financing - below market interest rates

Time Frame: Ongoing

Related Policies: 2.1

**H.14. Ensure
the Continued
Affordability
of Subsidized
Projects**

Monitor actions by the Congress regarding appropriations for extensions of Section 8 contracts and termination of mortgage use restrictions for preservation. Maintain regular communication with property owners of projects at risk of conversion to market rate. Coordinate with nonprofit housing organizations to identify nonprofit entities interested in purchasing at-risk housing projects should they become available and maintaining them as long-term affordable housing. This program is designed to conserve the 172 subsidized units identified as at risk.

Responsible Agency/Department:

Community Development Department, Rent Stabilization Department

Funding Source: General Fund

Time Frame: Ongoing

Related Policies: 2.2

H.15. Revise the Below Market Rate (Inclusionary) Housing and Density Bonus Programs

The City has recently revised its 1994 Below Market Rate (Inclusionary) Housing Ordinance to address the concerns of the development community and of the State Department of Housing and Community Development Department. The City plans to further revise its Below Market Rate (Inclusionary) Housing and Density Bonus programs to address the following issues:

- Evaluate the feasibility of providing inclusionary units for very low income households in for-sale housing project.
- Evaluate the feasibility of the 5 percent inclusionary requirements for various income groups.
- Work with local nonprofit housing groups and the private development community to determine the feasibility of inclusionary requirements.
- Include provisions to assist households in inclusionary units to phase out of inclusionary housing as their household incomes increase to levels that exceed the income limits for the units.
- Allow provisions to relax inclusionary requirements when such requirements conflict with the state redevelopment law or other significant state/federal housing programs such as the Low Income Housing Tax Credits and HOME programs.
- Revise the Density Bonus program to

comply with state density bonus law and to work with the Below Market Rate (Inclusionary) Housing program as revised. Revisions will address key issues including:

- proportion and income distribution of units needed to qualify for density bonus;
- affordability controls on units used to qualify for density bonus; and
- density bonus provisions for senior housing.

This program is intended to create affordable housing and an affordable housing fund to assist in achieving the City's affordable housing goals.

Responsible Agency/Department:

Community Development Department

Funding Source:

General Fund

Time Frame: Revise the Below Market Rate (Inclusionary) Housing and Density Bonus programs by the end of calendar year 1998 and begin implementation thereafter.

Related Policies: 2.1

H.16. Rent Control Vacancy Decontrol and Monitoring

Adoption of the Costa-Hawkins Rental Housing Act in the Fall of 1995 by the State Legislature initiated vacancy de-control in the City. Beginning in January 1999, after a three-year phase in period, the new law will require vacancy de-control/recontrol in apartments, and complete decontrol of houses and condominiums. During the 1996-1998 phase-in period, a landlord may not increase the initial rent more than 15% of the existing rent or 70% of the Fair Market Rent, whichever is greater, upon vacancy of the unit.

The increase can only be taken twice during this period. Properties cited for serious health, safety, fire, or building code violations may not be entitled to take advantage of the Costa-Hawkins rent increases.

The City distributed an Initial Registration Statement in January 1996 to all property owners and landlords with rent controlled properties to explain the provisions of the Costa-Hawkins Rental Housing Act and provide baseline information to ensure the proper phase-in of vacancy decontrol. The City has been allowing rent increases upon vacancy pursuant to the provisions established by the Act for the phase-in period, and will begin implementation of full vacancy decontrol/re-control starting in 1999.

With the advent of vacancy decontrol, it is unlikely the City's rent control ordinance will serve as either a real or perceived constraint to development. However, the City will establish an annual monitoring program to evaluate the potential effects of rent control on housing production. To the extent the ordinance presents a constraint to housing development, the City will modify its ordinance to better facilitate housing.

This program is designed to provide for decontrol of the rent controlled housing stock upon vacancy pursuant to the provisions set forth by the Costa-Hawkins Rental Housing Act.

Responsible Agency/Department: Rent Stabilization Department

Funding Source: Rent Stabilization Fund

Time Frame: Phase-in vacancy decontrol through 1998, with full decontrol beginning in January 1999. Establish annual monitoring program on new production in 1998.

Related Policies: 2.2

H-17. Condominium Conversion Ordinance

The City shall continue to implement the existing Condominium Conversion Ordinance. This program is designed to maintain and enhance the existing stock of affordable rental housing in the community by discouraging the conversion of existing rental units to ownership units.

Responsible Department: Community Development Department, Rent Stabilization Department

Funding Source: General Fund

Time Frame: Ongoing

Related Policies: 2.2

Housing Conservation and Rehabilitation

H.18. Owner- Occupied Rehabilitation Program

Participate in San Mateo County Housing and Community Development Division's Home Repair Program. This program is designed to assist low or very low income homeowners in rehabilitating their residences. Eligible applicants receive loans at three percent interest for up to 20 years. In extreme hardship cases, the loans are deferred in five-year increments. The minimum loan is \$2,000 and the maximum loan is \$35,000.

This program is intended to assist an average of 15 lower-income owners annually in rehabilitating their homes through the County's Home Repair Program.

Responsible Agency/Department:
Community Development Department
Funding Source: HUD, CDBG funds
Time Frame: Ongoing
Related Policies: 3.1

**H.19.
Rehabilitation
Program
Promotional
Campaign**

Develop and implement publicity campaign to inform owners about the availability of low-interest rehabilitation loans. This program is designed to develop and distribute brochures about the County program and to send informational letters to homeowners associations and other groups.

Responsible Department: Community Development Department
Funding Source: HUD, CDBG funds
Time Frame: Implement campaign annually from May through August.
Related Policies: 3.1

**H.20. Preserve
Existing and
Conforming
Mobile Home
Parks**

Maintain current general plan, zoning and entitlements on existing mobile home parks that are in substantial conformance with state Housing and Community Development regulations, and are consistent with economic development policies of the City. Should dislocation of conforming or nonconforming mobile home parks occur, housing replacement and relocation shall be required pursuant to regulations of the State of California.

This program is intended to discourage removal or relocation of conforming mobile home parks wherever possible, and to encourage the redevelopment of substandard and/or nonconforming mobile home parks as

applicable.

Responsible Agency/Department:
Community Development Department,
Redevelopment Agency
Funding Source: None required
Time Frame: Ongoing.
Related Policies: 3.1

Special Housing Needs

**H-21. Home
Sharing**

Promote the Human Investment Project (HIP) which assists low-and moderate-income seniors and other residents in finding affordable housing through homesharing.

This program is designed to provide for the ability of lower-income homeowners to maintain their homes and to provide additional housing options for renters. Achieve 10 matches per year between providers and housing seekers.

Responsible Department: Community Services Department
Funding Source: None required
Time Frame: Implement campaign to promote the Human Investment Project, including circulation of promotional materials from public locations annually between May and August.
Related Policies: 4.1

**H.22. Design
Flexibility for
Senior Projects**

Allow techniques such as smaller unit sizes, parking reduction, common dining facilities and fewer required amenities for senior projects as a means of reducing project costs and enhancing unit affordability.

This program is intended to encourage the development and expansion of housing opportunities for the elderly.

Responsible Agency/Department:

Community Development Department

Funding Source: General Fund

Time Frame: Ongoing

Related Policies: 4.1

H-23. Shelter for the Homeless Revise the zoning ordinance to allow for the development of emergency shelters and transitional housing facilities in commercial and multi-family residential zones, subject to the approval of a Conditional Use Permit.

This program is designed to accommodate developer proposals for housing the homeless.

Responsible Department: Community Development Department

Funding Source: General Fund

Time Frame: Revise zoning ordinance by the end of 2000

Related Policies: 4.1

Redevelopment Housing

H-24. One-to-One Replacement Housing Within four years of the removal of low- and moderate-income housing units in the Redevelopment Area, the Agency will provide corresponding one-to-one replacement housing. Pursuant to redevelopment law, the East Palo Alto Redevelopment Agency shall provide 75 percent of the replacement units at comparable

rents and ownership rates as those demolished.

Consistent with the state redevelopment law, where demolition of housing occurs prior to replacement housing is in place, the East Palo Alto Redevelopment Agency will provide a rental subsidy to displaced residents for a period of up to four years. Rent subsidies shall make up the difference between 30 percent of the household incomes and the cost to occupy a comparable alternate unit.

For the Gateway 101 Redevelopment Project Area, it is anticipated that 205 residential units will be demolished or moved, including 177 multi-family and 28 single-family units. To date, only 14 housing units have been removed as a result of redevelopment activities in the Gateway 101 Project Area, and 43 replacement housing units have been provided.

For the University Circle Redevelopment Project Area, a total of 102 very and low income units will be removed.

For the Ravenswood Redevelopment Project Area, one housing unit will be removed.

This program will minimize the impact on existing residents and ensure the replacement of lost units at the same affordability levels.

Responsible Agency/Department: Redevelopment Agency

Funding Source: Twenty percent tax increment funds, developer assistance, HUD CDBG Funds, HOME Funds, Federal Income Tax Credits, and other sources of State and Federal funding.

Time Frame: Within four years of unit removal

Related Policies: 5.1

H-25. First Preference Replacement Housing

The Redevelopment Agency shall contract with and coordinate a First Preference housing strategy with all for profit and non profit developers producing replacement housing in the City. Where subsidies and developer write-downs of housing costs (e.g., rent or purchase) are adequate, housing produced through the Below Market Rate (Inclusionary) Housing Ordinance shall be subject to the first preference replacement housing policy.

This program is designed to provide safe, decent and affordable housing to residents displaced by redevelopment activity. To support economic development activities and policies of the City and Agency.

Responsible Department: Redevelopment Agency

Funding Source: Twenty percent tax increment funds, developer assistance, HUD CDBG Funds, HOME Funds, Federal Income Tax Credits, other sources of State and Federal funding, developer write-downs, and inclusionary housing in-lieu fees.

Time Frame: Within four years from the date of displacement of residents.

Related Policies: 5.2

H-26. Housing Set-Aside Fund

Consistent with state redevelopment law, the East Palo Alto Redevelopment Agency will periodically review and update the AB 1290 Redevelopment and Housing Implementation Plan which identifies the agency's replacement and inclusionary housing obligations and the intended uses of the housing set-aside funds. In the current AB 1290 Plan, which covers the period of 1995-1999, provision of replacement housing has

been identified as a priority for set-aside funding.

This program is intended to provide economic support to the development of replacement housing at permanently affordable levels.

Responsible Agency/Department:

Redevelopment Agency

Funding Source: Tax increment funds

Time Frame: Ongoing.

Related Policies: 5.1

Fair Housing

H-27. Support Local non-Profit Anti-Discrimination Programs

Support the Mid-Peninsula Center for Fair Housing, a non-profit fair housing program that provides information, counseling, and investigation services concerning discrimination complaints. Coordinate with the East Palo Alto Law Project, a non-profit law clinic that advocates fair housing concerns. Distribute brochures at City offices and refer complaints to MPCPH.

Responsible Agency/Department:

Community Development Department, Social Services

Funding Source: HUD; CDBG Funding provided through San Mateo County.

Time Frame: Ongoing

Related Policies: 6.1

Housing Element Implementation

H-28. Citizen Participation

Hold public meetings to receive public input and to inform residents and developers about the housing needs, resources and program options. This program is designed to disseminate information about housing programs and encourage public participation.

Responsible Agency/Department: City Manager's Office

Funding Source: None required

Time Frame: Upon any substantive revision to the Housing Element

Related Policies: 7.1

H-29. Record Keeping

Develop a record-keeping system to collect statistics relating to the objectives and programs of the Housing Element. This program is designed to maintain a system for evaluating the progress and achievements of the housing program through the preparation of an annual progress report.

Responsible Agency/Department: Community Development Department, Redevelopment Agency

Funding Source: General Fund

Time Frame: Develop a record-keeping system to collect statistics by the end of calendar year 1998, and begin data collection thereafter. Prepare housing progress report annually.

Related Policies: 7.1

H-30. Community Volunteers

Utilize community groups, business groups, and interested individuals as potential sources to help implement the Housing Element programs, as appropriate. This program is intended to identify appropriate housing programs to utilize community volunteers and to disseminate information on opportunities to assist the City in implementing such programs.

Responsible Agency/Department: City Manager's Office, Community Development Department

Funding Source: None required

Time Frame: Ongoing

Related Policies: 7.1

Access - A way of approaching or entering a property, including ingress (the right to enter) and egress (the right to leave).

Acres, Net - The portion of a site that can actually be built upon. The following generally are not included in the net acreage of a site: public or private road rights-of-way, public open space, and flood ways.

ADT - Average daily trips made by vehicles in a 24-hour period.

ABAG - Association of Bay Area Governments.

Air Basin - One of 14 self-contained regions of California minimally influenced by air quality in contiguous regions.

Air Pollutant Emissions - Discharges into the atmosphere, usually specified in terms of weight per unit of time for a given pollutant from a given source.

Air Pollution - The presence of contaminants in the air in concentrations that exceed naturally occurring quantities and are undesirable or harmful.

Air Quality Standards - The prescribed (by the Environmental Protection Agency and the California Air Resources Board) level of pollutants in the outside air that cannot be exceeded legally during a specified time in a specified geographical area.

ALUC - Airport Land Use Commission.

Ambient Noise Level - The overall noise from all sources near and far. In this context, the ambient noise level constitutes the normal

or existing level of environmental noise at a given location.

Annexation - The incorporation of a land area into an existing city with a resulting change in the boundaries of that city.

Application For Development - The application form(s) and all accompanying documents and exhibits required of an applicant by an approving authority for development review by governmental agency(ies).

Aquifer - An underground bed or layer of earth, gravel or porous stone that contains water.

Archaeological Site - Land or water areas which show evidence of human, plant or animal activity, usually dating from periods of which only vestiges remain.

Arterial - A major street carrying the traffic of local and collector streets to and from freeways and other major streets, with controlled intersections and generally providing direct access to nonresidential properties.

Assisted Housing - Generally multi-family rental housing, but sometimes single-family ownership units, whose construction, financing, sales prices, or rents have been subsidized by federal, state, or local housing programs including, but not limited to, Federal Section 8 (new construction, substantial rehabilitation, and loan management set-asides), Federal Sections 213, 236, and 202, Federal Section 221(d)(3) (below-market interest rate program), Federal Section 101 (rent supplement assistance), CDBG, FmHA Section 515, multi-family mortgage revenue bond programs, local redevelopment and in

lieu fee programs, and units developed pursuant to local inclusionary housing and density bonus programs.

A-Weighted Decibel (dBA) - A numerical method of rating human judgement of loudness. The A-weighted scale reduces the effects of low and high frequencies in order to simulate human hearing.

Base Flood Elevation - The highest elevation, expressed in feet above sea level, of the level of flood waters expected to occur during a 100-year flood (i.e., a flood that has 1 percent likelihood of occurring in any given year).

Benefit Assessment District - An area within a public agency's boundaries which receives a special benefit from the construction of one or more public facilities. A Benefit Assessment District has no legal life of its own and cannot act by itself. It is strictly a financing mechanism for providing public infrastructure as allowed under the Streets and Highways Code. Bonds may be issued to finance the improvements, subject to repayment by assessments charged against the benefitting properties. Creation of a Benefit Assessment District enables property owners in a specific area to cause the construction of public facilities or to maintain them (for example, a downtown, or the grounds and landscaping of a specific area) by contributing their fair share of the construction and/or installation and operating costs.

Bicycle Lane (Class II facility) - A corridor expressly reserved for bicycles, existing on a street or roadway in addition to any lanes for use by motorized vehicles.

Bicycle Path (Class I facility) - A paved route not on a street or roadway and expressly reserved for bicycles traversing an otherwise unpaved area. Bicycle paths may parallel roads but typically are separated from them by

landscaping.

Bicycle Route (Class III facility) - A facility shared with motorists and identified only by signs, a bicycle route has no pavement markings or lane stripes.

Bikeways - A term that encompasses bicycle lanes, bicycle paths, and bicycle routes.

Blight - A condition of a site, structure, or area that may cause nearby buildings and/or areas to decline in attractiveness and/or utility. The Community Redevelopment Law (Health and Safety Code, Sections 33031 and 33032) contains a definition of blight used to determine eligibility of proposed redevelopment project areas.

Buffer - A strip of land designated to protect one type of land use from another with which it is incompatible. Where a commercial district abuts a residential district, for example, additional use, yard, or height restrictions may be imposed to protect residential properties. The term may also be used to describe any zone that separates two unlike zones such as a multifamily housing zone between single-family housing and commercial uses.

Building - Any structure having a roof supported by columns or walls and intended for the shelter, housing or enclosure of any individual, animal, process, equipment, goods or materials of any kind or nature.

California Environmental Quality Act (CEQA) - A State law requiring State and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for a significant adverse environmental impact, an Environmental Impact Report (EIR) must be prepared and certified as to its adequacy before taking action on the proposed project.

General Plans require the preparation of a "program EIR."

California Housing Finance Agency (CHFA) - A State agency, established by the Housing and Home Finance Act of 1975, which is authorized to sell revenue bonds and generate funds for the development, rehabilitation, and conservation of low- and moderate-income housing.

Caltrans - California Department of Transportation.

Capital Improvement Program (CIP) - A proposed timetable or schedule of all future capital improvements (government acquisition of real property, major construction project, or acquisition of long lasting, expensive equipment) to be carried out during a specific period and listed in order of priority, together with cost estimates and the anticipated means of financing each project. Capital improvement programs are usually projected five or six years in advance and should be updated annually.

Census - The official decennial enumeration of the population conducted by the federal government.

City - City, with a capital "C," generally refers to the government or administration of a city. City, with a lower case "c" may mean any city.

Clean Air Act - Federal legislation establishing national air quality standards.

Clustered Development - Development in which a number of dwelling units are placed in closer proximity than usual, or are attached, with the purpose of retaining an open space area.

Collector - A street for traffic moving be-

tween arterial and local streets, generally providing direct access to properties.

Community Care Facility - Any facility, place, or building which is maintained and operated to provide nonmedical residential care, day treatment, adult day care, or foster family agency services for children, adults, or children and adults, including, but not limited to, the physically handicapped, mentally impaired, incompetent persons, and abused or neglected children, and includes residential facilities, adult day care facilities, day treatment facilities, foster family homes, small family homes, social rehabilitation facilities, community treatment facilities, and social day care facilities.

Community Development Block Grant (CDBG) - A grant program administered by the U.S. Department of Housing and Urban Development (HUD) on a formula basis for entitlement communities, and by the State Department of Housing and Community Development (HCD) for nonentitled jurisdictions. This grant allots money to cities and counties for housing rehabilitation and community development, including public facilities and economic development.

Community Facilities District (CFD) - Under the Mello-Roos Community Facilities Act of 1982 (Government Code Section 53311 et seq), a legislative body may create within its jurisdiction a special district that can issue tax-exempt bonds for the planning, design, acquisition, construction, and/or operation of public facilities, as well as provide public services to district residents. Special tax assessments levied by the district are used to repay the bonds.

Community Noise Equivalent Level (CNEL) - The average equivalent sound level during a 24-hour day, obtained after addition of five decibels to sound levels in the evening

from 7 p.m. to 10 p.m. and after addition of 10 decibels to sound levels in the night after 10 p.m. and before 7 a.m. See also "A-Weighted Decibel."

Community Redevelopment Agency (CRA)

- A local agency created under California Redevelopment Law, or a local legislative body which has elected to exercise the powers granted to such an agency, for the purpose of planning, developing, replanning, redesigning, clearing, reconstructing, and/or rehabilitating all or part of a specified area with residential, commercial, industrial, and/or public (including recreational) structures and facilities. The redevelopment agency's plans must be compatible with adopted community General Plans.

Compatibility - The characteristics of different uses or activities that permit them to be located near each other in harmony and without conflict. The designation of permitted and conditionally permitted uses in zoning districts are intended to achieve compatibility within the district. Some elements affecting compatibility include: intensity of occupancy as measured by dwelling units per acre; pedestrian or vehicular traffic generated; volume of goods handled; and such environmental effects as noise, vibration, glare, air pollution, or the presence of hazardous materials. On the other hand, many aspects of compatibility are based on personal preference and are much harder to measure quantitatively, at least for regulatory purposes.

Condominium - A building, or group of buildings, in which units are owned individually, and the structure, common areas and facilities are owned by all the owners on a proportional, undivided basis.

Congestion Management Plan (CMP) - A mechanism employing growth management techniques, including traffic level of service

requirements, development mitigation programs, transportation systems management, and capital improvement programming, for the purpose of controlling and/or reducing the cumulative regional traffic impacts of development. AB 1791, effective August 1, 1990, requires all cities, and counties that include urbanized areas, to adopt and annually update a Congestion Management Plan.

Congregate Care Housing - Generally defined as age-segregated housing built specifically for the elderly which provides services to its residents, the minimum of which is usually an on-site meal program, but which may also include housekeeping, social activities, counseling, and transportation. There is generally a minimum health requirement for acceptance into a congregate facility as most do not offer supportive health care services, thus differing from a nursing home. Residents usually have their own bedrooms and share common areas such as living rooms, dining rooms, and kitchens; bathrooms may or may not be shared.

Conservation - The management of natural resources to prevent waste, destruction or neglect.

Cooperative - A group of dwellings or an apartment building that is jointly owned by the residents, the common ownership including the open space and all other parts of the property. The purchase of stock entitles the buyer to sole occupancy, but not the individual ownership of a specified unit.

Council of Governments (COG) - A regional planning and review authority whose membership includes representation from all communities in the designated region. The Association of Bay Area Governments (ABAG) is an example of a COG for the San Francisco Bay Area.

Coverage - The proportion of the area of the footprint of a building to the area of the lot on which its stands.

CRA - Community Redevelopment Agency.

Critical Facility - Facilities housing or serving many people which are necessary in the event of an earthquake or flood, such as hospitals, fire, police, and emergency service facilities, utility "lifeline" facilities, such as water, electricity, and gas supply, sewage disposal, and communications and transportation facilities.

Critical Movement - Any of the conflicting through or turning movements at an intersection which determine the allocation of green signal time.

Cumulative Impact - As used in CEQA, the total impact resulting from the accumulated impacts of individual projects or programs over time.

Day-Night Average Level (Ldn) - The average equivalent sound level during a 24-hour day, obtained after addition of 10 decibels to sound levels in the night after 10 p.m. and before 7 a.m. See also "Community Noise Equivalent Level."

Decibel (dB) - A unit for describing the amplitude of sound, as it is heard by the human ear. See also "A-Weighted Decibel," "Community Noise Equivalent Level," and "Day-Night Average Level."

Dedication - The turning over by an owner or developer of private land for public use, and the acceptance of land for such use by the governmental agency having jurisdiction over the public function for which it will be used. Dedications for roads, parks, school sites, or other public uses often are made conditions

for approval of a development by a city.

Density - The number of families, individuals, dwelling units or housing structures per unit of land; usually density is expressed "per acre." Thus, the density of a development of 100 units occupying 20 acres is 5.0 units per acre.

Density Bonus - The allocation of development rights that allow a parcel to accommodate additional square footage or additional residential units beyond the maximum for which the parcel is zoned, usually in exchange for the provision or preservation of an amenity at the same site or at another location.

Density Transfer - A way of retaining open space by concentrating densities, usually in compact areas adjacent to existing urbanization and utilities, while leaving unchanged historic, sensitive, or hazardous areas.

Developer - An individual who or business which prepares raw land for the construction of buildings or causes to be built physical building space for use primarily by others, and in which the preparation of the land or the creation of the building space is in itself a business and is not incidental to another business or activity.

Development - The division of a parcel of land into two or more parcels; the construction, reconstruction, conversion, structural alteration, relocation or enlargement of any structure; any mining, excavation, landfill or land disturbance, and any use or extension of the use of land.

Development Impact Fees - A fee or charge imposed on developers to pay for the costs to the City of providing services to a new development.

Development Phasing Program - A program which establishes the requirement that the issuance of building and grading permits shall be phased in a manner that assures implementation of required transportation improvements within the City. However, through the CEQA process, the City may tie the phasing of development to improvements outside of the City as a mitigation measures/conditions of approval for project-generated traffic impact fees. The City shall specify the order of improvements and phasing of dwelling units based, at a minimum, on mitigation measures adopted in conjunction with environmental documentation and other relevant factors.

Development Plan - A plan, to scale, showing uses and structures proposed for a parcel or multiple parcels of land. It includes lot lines, streets, building sites, public open space, buildings, major landscape features and locations of proposed utility services.

Development Rights - The right to develop land by a land owner who maintains fee-simple ownership over the land or by a party other than the owner who has obtained the rights to develop. Such rights usually are expressed in terms of density allowed under existing zoning. For example, one development right may equal one unit of housing or may equal a specific number of square feet of gross floor area in one or more specified zone districts.

Dwelling - A structure or portion of a structure used exclusively for human habitation.

Dwelling, Multi-Family - A building containing two or more dwelling units for the use of individual families maintaining households; an apartment or condominium building is an example of this dwelling unit type.

Dwelling, Single-Family Attached - A one family dwelling attached to one or more other family dwellings by a common vertical wall; duplexes and townhomes are examples of this dwelling unit type.

Dwelling, Single-Family Detached - A dwelling which is designed for and occupied by not more than one family and surrounded by open space or yards and which is not attached to any other dwelling.

Dwelling Unit - One or more rooms, designed, occupied or intended for occupancy as separate living quarters, with cooking, sleeping and sanitary facilities provided within the unit for the exclusive use of a single-family maintaining a household.

Easement - A grant of one or more of the property rights by the property owner to and/or for use by the public, a corporation, or another person or entity.

Economic Base - The production, distribution and consumption of goods and services within a planning area.

Element - A division of the General Plan referring to a topic area for which goals, policies, and programs are defined (e.g., land use, housing, circulation).

Eminent Domain - The authority of a government to take, or to authorize the taking of, with compensation, private property for public use.

Endangered Species - A species of animal or plant is considered to be endangered when its prospects for survival and reproduction are in immediate jeopardy from one or more causes.

Environment - The sum of all external conditions and influences affecting the life, devel-

opment and, ultimately, the survival of an organism.

Environmental Impact Report (EIR) - A report, as prescribed by the California Environmental Quality Act (CEQA), on the effect of a development proposal and other major actions which significantly affect the environment.

Essential Facilities - Those facilities whose continued functioning is necessary to maintain public health and safety following a disaster. These facilities include fire and police stations, communications facilities, emergency operation centers, hospitals, administrative buildings, and schools designated as mass care shelters. Also included are key transportation facilities and utility facilities such as water supply, sewage disposal, gas storage facilities and transmission lines, and electric generation stations and transmission lines.

Exaction - A contribution or payment required as an authorized precondition for receiving a development permit; usually refers to mandatory dedication (or fee in lieu of dedication) requirements found in many subdivision regulations.

Fault - A fracture in the earth's crust forming a boundary between rock masses that have shifted.

Fault, Active - A fault that has moved within the last 11,000 years and which is likely to move again within the next 100 years.

Fault, Inactive - A fault which shows no evidence of movement in the last 11,000 years and no potential for movement in the relatively near future.

Fault, Potentially Active - A fault that last moved within the Quaternary Period (the last

2,000,000 to 11,000 years) before the Holocene Epoch (11,000 years to the present); or a fault which, because it is judged to be capable of ground rupture or shaking, poses an unacceptable risk for a proposed structure.

FEMA - Federal Emergency Management Agency.

FHWA - Federal Highway Administration.

Finding(s) - The result(s) of an investigation and the basis upon which decisions are made. Findings are used by government agents and bodies to justify action taken by the entity.

Fire Flow - A rate of water flow that should be maintained to halt and reverse the spread of a fire.

Flood Insurance Rate Map (FIRM) - For each community, the official map on which the Federal Insurance Administration has delineated areas of special flood hazard and the risk premium zones applicable to that community.

Flood Plain - A lowland or relatively flat area adjoining the banks of a river or stream which is subject to a one percent or greater chance or flooding in any given year (i.e., 100-year flood).

Flood, Regulatory Base - Flood having a one percent chance of being equalled or exceeded in any given year (100-year flood).

Floodway - The channel of a watercourse or river, and portions of the flood plain adjoining the channel, which are reasonably required to carry and discharge the base flood of the channel.

Floor Area Ratio (FAR) - The gross floor area of all buildings on a lot divided by the lot

area; usually expressed as a numerical value (e.g., a building having 5,000 square feet of gross floor area located on a lot of 10,000 square feet in area has a floor area ratio of .5:1).

FmHA - Farmers Home Administration.

General Plan - A legal document which takes the form of a map and accompanying text adopted by the local legislative body. The plan is a compendium of policies regarding the long-term development of a jurisdiction. The state requires the preparation of seven elements or divisions as part of the plan: land use, housing, circulation, conservation, open space, noise, and safety. Additional elements pertaining to the unique needs of an agency are permitted.

Goal - The ultimate purpose of an effort stated in a way that is general in nature and immeasurable; a broad statement of intended direction and purpose (e.g., "A balance of land use types within the city").

Grade - The degree of rise or descent of a sloping surface.

Greenbelt - An open area which may be cultivated or maintained in a natural state surrounding development or used as a buffer between land uses or to mark the edge of an urban or developed area.

Ground Failure - Mudslide, landslide, liquefaction or the compaction of soils due to ground shaking from an earthquake.

Ground Shaking - Ground movement resulting from the transmission of seismic waves during an earthquake.

Groundwater - The supply of fresh water under the ground surface in an aquifer or soil

that forms a natural reservoir.

Group Quarters - A dwelling that houses unrelated individuals.

Growth Management - Techniques used by government to control the rate, amount and type of development.

Habitat - The physical location or type of environment in which an organism or biological population lives or occurs.

HCD - State Department of Housing and Community Development.

HDC - Non-profit Housing Development Corporation.

HOME - Home Investment Partnership Act.

HOPE - Homeownership for People Everywhere.

Hazardous Materials - An injurious substance, including pesticides, herbicides, toxic metals and chemicals, liquified natural gas, explosives, volatile chemicals and nuclear fuels.

Historic Area - A district, zone or site designated by local, state or federal authorities within which buildings, structures and places are of basic and vital importance due to their association with history, or their unique architectural style and scale, or their relationship to a square or park, and therefore should be preserved and/or developed in accord with a fixed plan.

Household - According to the Census, a household is all persons living in a dwelling unit whether or not they are related. Both a single person living in an apartment and a family living in a house are considered house-

holds.

Household Income - The total income of all the people living in a household. Households are usually described as very low income, low income, moderate income, and upper income for that household size, based on their position relative to the regional median income.

Housing Affordability - Based on State and Federal standards, housing is affordable when the housing costs are no more than 30 percent of household income.

Housing Unit - A room or group of rooms used by one or more individuals living separately from others in the structure, with direct access to the outside or to a public hall and containing separate toilet and kitchen facilities.

HUD - U.S. Department of Housing and Urban Development.

Human Services - The programs which are provided by the local, state, or federal government to meet the health, welfare, recreational, cultural, educational, and other special needs of its residents.

Implementation Measure - An action, procedure, program, or technique that carries out General Plan policy.

Income Categories - Four categories for classifying households according to income based on the median income for each county. The categories are as follows: Very Low (0-50% of county median); Low (50-80% of county median); Moderate (80-120% of county median); and Upper (over 120% of county median).

Infrastructure - The physical systems and services which support development and population, such as roadways, railroads, water,

sewer, natural gas, electrical generation and transmission, telephone, cable television, storm drainage, and others.

Intensity - A measure of the amount or level of development often expressed as the ratio of building floor area to lot area (floor area ratio) for commercial, business, and industrial development, or dwelling units per acre of land for residential development (also called "density").

Intersection - Where two or more roads cross at grade.

Issue - A problem, constraint, or opportunity requiring community action.

Jobs/Housing Balance; Jobs/Housing Ratio - The jobs/housing ratio divides the number of jobs in an area by the number of employed residents. A ratio of 1.0 indicates a balance. A ratio greater than 1.0 indicates a net in-commute of employed persons; less than 1.0 indicates a net out-commute of employed persons.

Joint Powers Authority (JPA) - A legal arrangement that enables two or more units of government to share authority in order to plan and carry out a specific program or set of programs that serves both units.

Landscaping - Planting--including trees, shrubs, and ground covers--suitably designed, selected, installed, and maintained as to enhance a site or roadway.

Land Use - A description of how land is occupied or used.

Land Use Plan - A plan showing the existing and proposed location, extent and intensity of development of land to be used in the future for varying types of residential, commercial,

industrial, agricultural, recreational and other public and private purposes or combination of purposes.

Landslide - A general term for a falling or sliding mass of soil or rocks.

LIHPRHA - Low Income Housing Preservation and Resident Homeownership.

Liquefaction - A process by which water-saturated granular soils transform from a solid to a liquid state due to groundshaking. This phenomenon usually results from shaking from energy waves released in an earthquake.

Local Agency Formation Commission (LAFCo) - A five or seven-member commission within each county that reviews and evaluates all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts, and merger of districts with cities. Each county's LAFCo is empowered to approve, disapprove, or conditionally approve such proposals.

Local Street - A street providing direct access to properties and designed to discourage through-traffic.

Lot - The basic unit of land development. A designated parcel or area of land established by plat, subdivision, or as otherwise permitted by law, to be used, developed or built upon as a unit.

LOS - Level of Service.

Manufactured Housing - Residential structures which are constructed entirely in the factory, and which since June 15, 1976, have been regulated by the federal Manufactured Home Construction and Safety Standards Act

of 1974 under the administration of the U.S. Department of Housing and Urban Development (HUD).

Median Income - The annual income for each household size which is defined annually by the Federal Department of Housing and Urban Development. Half of the households in the region have incomes above the median and half are below.

Mineral Resource - Land on which known deposits of commercially viable mineral or aggregate deposits exist. This designation is applied to sites determined by the State Division of Mines and Geology as being a resource of regional significance, and is intended to help maintain the quarrying operations and protect them from encroachment of incompatible land uses.

Mining - The act or process of extracting resources, such as coal, oil, or minerals, from the earth.

Mitigate - To ameliorate, alleviate, or avoid to the extent reasonably feasible.

Mobile Home - A structure, transportable in one or more sections, which is at least 8 feet in width and 32 feet in length, which is built on a permanent chassis and designed to be used as a dwelling unit, with or without a permanent foundation when connected to the required utilities.

Modular Unit - A factory-fabricated, transportable building or major component designed for use by itself or for incorporation with similar units on-site into a structure for residential, commercial, educational, or industrial use. Differs from mobile homes and manufactured housing by (in addition to lacking an integral chassis or permanent hitch to allow future movement) being subject to

California housing law design standards. California standards are more restrictive than federal standards in some respects (e.g., plumbing and energy conservation). Also called Factory-built Housing and regulated by State law of that title.

National Environmental Policy Act

(NEPA) - An act passed in 1974 establishing federal legislation for national environmental policy, a council on environmental quality, and the requirements for environmental impact statements.

National Flood Insurance Program - A federal program which authorizes the sale of federally subsidized flood insurance in communities where such flood insurance is not available privately.

National Historic Preservation Act - A 1966 federal law that established a National Register of Historic Places and the Advisory Council on Historic Preservation, and which authorized grants-in-aid for preserving historic properties.

Noise - Any undesired audible sound.

Noise Exposure Contours - Lines drawn about a noise source indicating constant energy levels of noise exposure. CNEL and Ldn are the metrics utilized to describe community noise exposure.

Non-Attainment - The condition of not achieving a desired or required level of performance. Frequently used in reference to air quality.

Non-Conforming Use - A use that was valid when brought into existence, but by subsequent regulation becomes no longer conforming. "Non-conforming use" is a generic term and includes (1) non-conforming

structures (by virtue of size, type of construction, location on land, or proximity to other structures), (2) non-conforming use of a conforming building, (3) non-conforming use of a non-conforming building, and (4) non-conforming use of land. Thus, any use lawfully existing on any piece of property that is inconsistent with a new or amended General Plan, and that in turn is a violation of a zoning ordinance amendment subsequently adopted in conformance with the General Plan, will be a non-con-forming use.

Non-Domestic Water - Water consisting of, but not limited to, a combination of treated wastewater and intercepted surface stream flow, supplemented by other waters including potable water.

Open Space - Any parcel or area of land or water essentially unimproved and set aside, designated, dedicated or reserved for public or private use or enjoyment.

Ordinance - A law or regulation set forth and adopted by a governmental authority, usually a city or county.

Overcrowding - As defined by the Census, a household with greater than 1.01 persons per room, excluding bathrooms, kitchens, hallways, and porches.

Parcel - A lot or tract of land.

Planning and Research, Office of (OPR) - A governmental division of the State of California which has among its responsibilities the preparation of a set of guidelines for use by local jurisdictions in drafting General Plans.

Planning Area - The Planning Area is the land area addressed by the General Plan. Typically, the Planning Area boundary

coincides with the Sphere of Influence which encompasses land both within the City limits and potentially annexable land.

Planning Commission - A body, usually having five or seven members, created by a city or county in compliance with California law (Section 65100) which requires the assignment of the planning functions of the city or county to a planning department, planning commission, hearing officers, and/or the legislative body itself, as deemed appropriate by the legislative body.

Policy - Statements guiding action and implying clear commitment found within each element of the General Plan (e.g., "Provide incentives to assist in the development of affordable housing").

Pollution - The presence of matter or energy whose nature, location, or quantity produces undesired environmental effects.

Program - A coordinated set of specific measures and actions (e.g., zoning, subdivision procedures, and capital expenditures) the local government intends to use in carrying out the policies of the General Plan.

Recreation, Active - A type of recreation or activity which requires the use of organized play areas including, but not limited to, softball, baseball, football and soccer fields, tennis and basketball courts and various forms of children's play equipment.

Recreation, Passive - Type of recreation or activity which does not require the use of organized play areas.

Redevelopment - Redevelopment, under the California Community Redevelopment Law, is a process with the authority, scope, and financing mechanisms necessary to provide

stimulus to reverse current negative business trends, remedy blight, provide job development incentives, and create a new image for a community. It provides for the planning, development, redesign, clearance, reconstruction, or rehabilitation, or any combination of these, and the provision of public and private improvements as may be appropriate or necessary in the interest of the general welfare. In a more general sense, redevelopment is a process in which existing development and use of land is replaced with newer development and/or use.

Regional - Pertaining to activities or economies at a scale greater than that of a single jurisdiction, and affecting a broad homogeneous area.

Regulation - A rule or order prescribed for managing government.

Rehabilitation - The upgrading of a building previously in a dilapidated or substandard condition, for human habitation or use.

Restoration - The replication or reconstruction of a building's original architectural features, usually describing the technique of preserving historic buildings.

Retrofit - To add materials and/or devices to an existing building or system to improve its operation, safety, or efficiency. Buildings have been retrofitted to use solar energy and to strengthen their ability to withstand earthquakes, for example.

Rezoning - An amendment to the map and/or text of a zoning ordinance to effect a change in the nature, density, or intensity of uses allowed in a zoning district and/or on a designated parcel or land area.

Right-of-Way - A strip of land acquired by reservation, dedication, prescription or condemnation and intended to be occupied or occupied by a road, crosswalk, railroad, electric transmission lines, oil or gas pipeline, water line, sanitary or storm sewer, or other similar uses.

Risk - The danger or degree of hazard or potential loss.

Sanitary Landfill - The controlled placement of refuse within a limited area, followed by compaction and covering with a suitable thickness of earth and other containment material.

Sanitary Sewer - A system of subterranean conduits which carries refuse liquids or waste matter to a plant where the sewage is treated, as contrasted with storm drainage systems (which carry surface water) and septic tanks or leech fields (which hold refuse liquids and waste matter on-site).

Seiche - An earthquake-generated wave in an enclosed body of water such as a lake, reservoir, or bay.

Seismic - Caused by or subject to earthquakes or earth vibrations.

Sensitive Species - Includes those plant and animal species considered threatened or endangered by the U.S. Fish and Wildlife Service and/or the California Department of Fish and Game according to Section 3 of the Federal Endangered Species Act. Endangered - any species in danger of extinction throughout all, or a significant portion of, its range. Threatened - a species likely to become an endangered species within the foreseeable future throughout all, or a portion of, its range. These species are periodically listed in the Federal Register and are, therefore, referred to

as "federally listed" species.

Septic System - A sewage-treatment system that includes a settling tank through which liquid sewage flows and in which solid sewage settles and is decomposed by bacteria in the absence of oxygen. Septic systems are often used for individual-home waste disposal where an urban sewer system is not available.

Sewer - Any pipe or conduit used to collect and carry away sewage from the generating source to a treatment plant.

Significant Effect - A beneficial or detrimental impact on the environment. May include, but is not limited to, significant changes in an area's air, water, and land resources.

Site - A parcel of land used or intended for one use or a group of uses and having frontage on a public or an approved private street. A lot.

Site Plan - The development plan for one or more lots on which is shown the existing and proposed conditions of the lot including: topography, vegetation, drainage, floodplains, marshes and waterways; open spaces, walkways, means of ingress and egress, utility services, landscaping, structures and signs, lighting, and screening devices; any other information that reasonably may be required in order that an informed decision can be made by the approving authority.

Slope - Land gradient described as the vertical rise divided by the horizontal run, and expressed in percent.

Soil - The unconsolidated material on the immediate surface of the earth created by natural forces that serves as natural medium for growing land plants.

Solar Access - A property owner's right to have the sunlight shine on his/her land.

Solid Waste - Unwanted or discarded material, including garbage with insufficient liquid content to be free flowing, generally disposed of in land fills or incinerated.

Special District - A district created by act, petition or vote of the residents for a specific purpose with the power to levy taxes.

Special Needs Groups - Those segments of the population which have a more difficult time finding decent affordable housing due to special circumstances. Under State planning law, these special needs groups consist of the elderly, handicapped, large families, female-headed households, farmworkers and the homeless.

Specific Plan - Under Article 8 of the Government Code (Section 65450 et seq), a legal tool for detailed design and implementation of a defined portion of the area covered by a General Plan. A specific plan may include all detailed regulations, conditions, programs, and/or proposed legislation which may be necessary or convenient for the systematic implementation of any General Plan element(s).

Sphere of Influence - The probable ultimate physical boundaries and service area of a local agency (city or district) as determined by the Local Agency Formation Commission (LAFCo) of the County.

Standard Metropolitan Statistical Area (SMSA) - A county or group of contiguous counties which contains at least one city of 50,000 inhabitants or more, or twin cities of a combined population of at least 50,000.

Standards - (1) A rule or measure establish-

ing a level of quality or quantity that must be complied with or satisfied. The State Government Code (Section 65302) requires that General Plans spell out the objectives, principles, "standards," and proposals of the General Plan. Examples of standards might include the number of acres of park land per 1,000 population that the community will attempt to acquire and improve. (2) Requirements in a zoning ordinance that govern building and development as distinguished from use restrictions; for example, site-design regulations such as lot area, height limit, frontage, landscaping, and floor area ratio.

Stationary Source - A non-mobile emitter of pollution.

Structure - Anything constructed or erected which requires location on the ground (excluding swimming pools, fences, and walls used as fences).

Subdivision - The division of a lot, tract or parcel of land that is the subject of an application for subdivision.

Subdivision Map Act - Division 2 (Sections 66410 et seq) of the California Government Code, this act vests in local legislative bodies the regulation and control of the design and improvement of subdivisions, including the requirement for tentative and final maps. (See "Subdivision.")

Subsidence - The sudden sinking or gradual downward settling and compaction of soil and other surface material with little or no horizontal motion. Subsidence may be caused by a variety of human and natural activity, including earthquakes.

Subsidize - To assist by payment of a sum of money or by the granting of terms or favors

that reduce the need for monetary expenditures. Housing subsidies may take the forms of mortgage interest deductions or tax credits from federal and/or state income taxes, sale or lease at less than market value of land to be used for the construction of housing, payments to supplement a minimum affordable rent, and the like.

Substantial - Considerable in importance, value, degree, or amount.

Survey - The process of precisely ascertaining the area, dimensions and location of a piece of land.

Topography - Configuration of a surface, including its relief and the position of natural and man-made features.

Transit - The conveyance of persons or goods from one place to another by means of a local, public transportation system.

Transportation Demand Management (TDM) - A strategy for reducing demand on the road system by reducing the number of vehicles using the roadways and/or increasing the number of persons per vehicle. TDM attempts to reduce the number of persons who drive alone on the roadway during the commute period and to increase the number in carpools, vanpools, buses and trains, walking, and biking. TDM can be an element of TSM (see below).

Transportation Systems Management (TSM) - Individual actions or comprehensive plans to reduce the number of vehicular trips generated by or attracted to new or existing development. TSM measures attempt to reduce the number of vehicle trips by increasing bicycle or pedestrian trips or by expanding the use of bus, transit, carpool, vanpool, or other high occupancy vehicles.

Trip - A one-way journey that proceeds from an origin to a destination via a single mode of transportation; the smallest unit of movement considered in transportation studies. Each trip has one "production end," (or origin--often from home, but not always), and one "attraction end," (destination).

Uniform Building Code (UBC) - A standard building code which sets forth minimum standards for construction.

Units At-Risk of Conversion - Housing units that are currently restricted to low-income housing use and will become unrestricted and possibly be lost as low-income housing.

Water Course - Any natural or artificial stream, river, creek, ditch, channel, canal, conduit, culvert, drain, waterway, gully, ravine or wash in which water flows in a definite channel, bed and banks, and includes any area adjacent thereto subject to inundation by reason of overflow or flood water.

Wetland - An area that is inundated or saturated by surface water or groundwater at a frequency and duration sufficient to support a prevalence of vegetation typically adapted for life in saturated soil conditions, commonly known as hydrophytic vegetation.

Zoning - A police power measure, enacted primarily by units of local government, in which the community is divided into districts or zones within which permitted and special uses are established as are regulations governing lot size, building bulk, placement, and other development standards. Requirements vary from district to district, but they must be uniform within the same district. The zoning ordinance consists of a map and text.

Zoning District - A geographical area of a city zoned with uniform regulations and requirements.

Zoning Map - The officially adopted zoning map of the city specifying the location of zoning districts within all geographic areas of the city.

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